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BUREAU OF LAND MANAGEMENT

SOCIAL-ECONOMIC PROFILE

COVERING

ELKO COUNTY

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Reno, Nevada

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Preface

The Social-Economic Profile is intended to serve as a reference guide and data source for the following Bureau of Land Management analysis documents, processes, and land use and development plans:

1) Planning Area Analysis (BLM 1607)

2) Public Participation Plans (BLM 1601, Appendix 2)

3) Management Framework Plans (BLM 1608)

4) Resource Activity Plans

5) Multi-Year Programming (BLM 1610)

6) Environmental Analysis

The major objective of the Social-Economic Profile is to insure that the BLM has available at the State and District level information pertaining to:

1) Social-economic factors that affect, or are affected by, management of national resource lands.

2) Infrastructures relating to national resource lands.

3) Bureau relationships and coordination with other governmental entities (Federal, State, and local), study and interest groups, and key institutions and individuals.

4) BLM organizational history within the area.

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INTRODUCTION

Purpose of Document

The Social-Economic Profile (SEP) is intended to serve as a method of identifying and organizing social and economic data. These data are further analyzed in the BLM's Planning Area Analysis (PAA), and are used in the preparation of a Management Framework Plan (MFP) for each resource area in the Elko Bureau of Land Management (BLM) District. The Elko SEP is also designed to be used in preparation of public participation plans, resource activity plans, employee orientation, and environmental analysis (BLM 1790). In terms of management considerations, the SEP is intended to consider the human element of the planning area, where and how people live, how they make a living, and what they value in social and economic terms.

Regional Setting

Elko County, created March 5, 1869, could be considered an empire within a state. The county, whose county seat, the City of Elko, is 289 miles east of Reno, Nevada, and 528 miles northeast of San Francisco, California, is Nevada's second largest county. The county stretches almost 200 miles from east to west, and has an area of 10,967,000 acres. Its 17,182 square miles are spread over the northeast corner of the State of Nevada. Adjacent neighbors are the States of Idaho and Utah. Elko County is bounded by Utah on the east; Idaho on the north; Humboldt County on the west; and Lander, Eureka, and White Pine Counties on the south. (See Illustration 1 for location of Elko County in Nevada.)

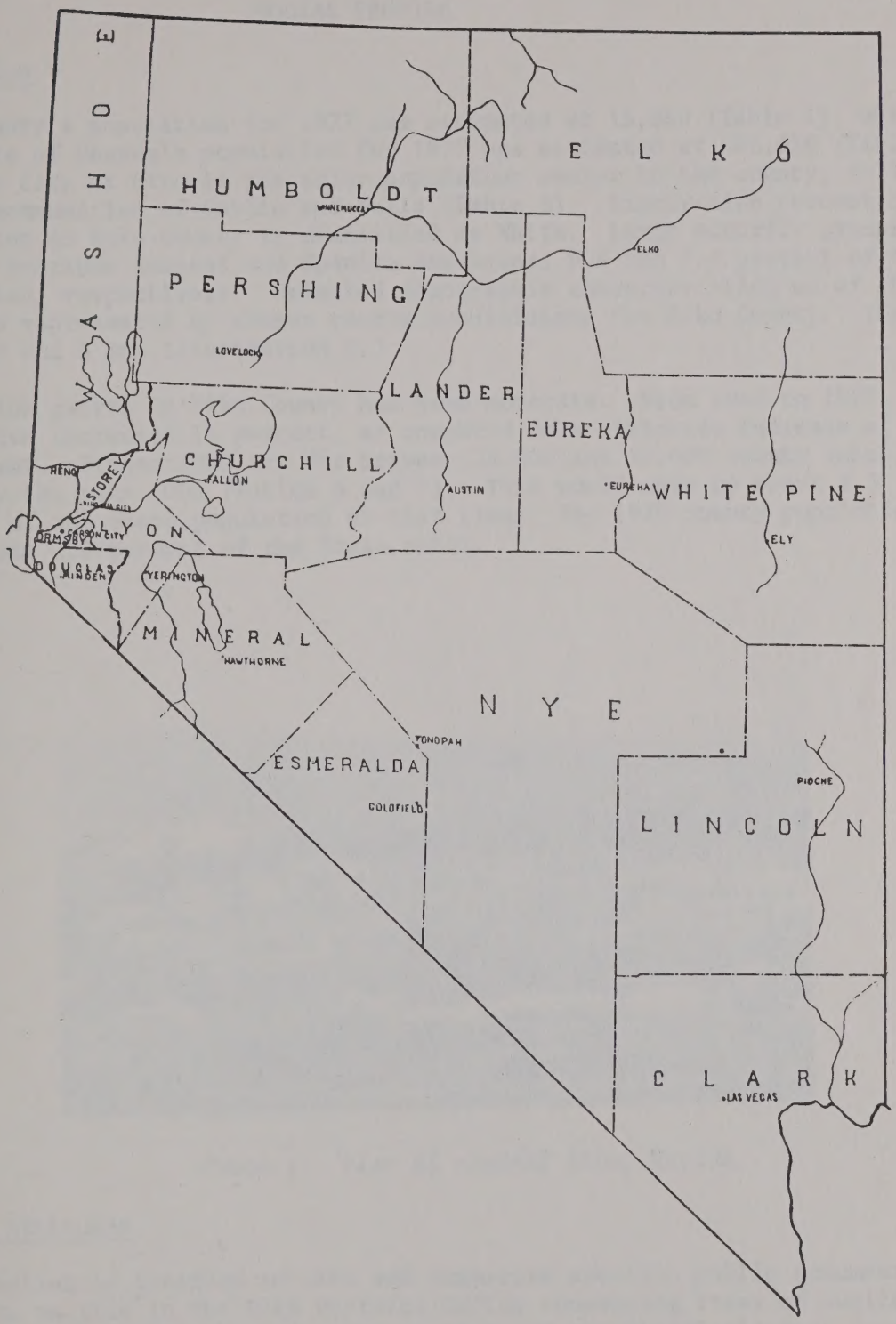
Elko County is essentially a high plateau, crossed by a number of mountain ranges running in a general north-south direction. The average elevation is in excess of 5,000 feet. Valley floors are above 4,000 feet elevation, and mountain peaks range to about 11,000 feet. Nearly all of the county is within the Great Basin with a small part on the north draining into the Columbia Basin. Waters in the Great Basin portion of the county not utilized drain into sinks and eventually evaporate.

Other Publications Related to Area

This SEP does not cover the entire BLM Elko District; rather, it covers all of Elko County. Those portions of the District in the Counties of Eureka and Lander are covered under the Battle Mountain District SEP. Affected planning units are Tuscarora and Buckhorn of the Elko resource area. Since these planning units are in part within Lander and Eureka counties, information of a social and economic nature can be found under the minor civil division delineations entitled "Beowawe Township" in Eureka County, and the "Argenta Township" in Lander County. The remaining planning unit within the Elko resource area (North Fork) is entirely within Elko County.

Illustration 1

Map of Nevada Counties



SOCIAL PROFILE

Population

Elko County's population for 1977 was estimated at 15,950 (Table 1), while, the State of Nevada's population for 1977 was estimated at 653,950 (Table 2). The City of Elko is the major population center in the county, followed by the communities of Carlin and Wells (Table 3). Eighty-nine percent of the population of Elko County is classified as White. Large minority groups include American Indians and Spanish Americans, 9.4 and 7.4 percent of the population, respectively. Selected demographic characteristics as of 1970 are also represented by census county subdivisions for Elko County. (See Tables 4 and 5 and Illustration 2.)

Population growth in Elko County has been moderate. From 1960 to 1970 population increased 16 percent, as compared to a statewide increase of 71 percent. Projections are for between 25,000 and 32,000 county inhabitants by the year 2000 (Tables 6 and 7). This would make up about 2.3 percent of the State population at that time. The 1970 county population figure was 2.9 percent of the State total.

Photo 1. *View of central Elko, Nevada.*

Public Attitudes

This section is intended to cite and summarize specific public documents, comments on file in the Elko District Office concerning items of public interest, and public participation sections of the District's most recent Management Framework Plan (MFP). The following documents were utilized:

TABLE 1
ELKO COUNTY

POPULATION BY SEX AND MINORITY STATUS
1977

MINORITY STATUS	TOTAL POPULATION		FEMALE POPULATION	
	NUMBER	% BY RACE	NUMBER	% FEMALE BY RACE
1. TOTAL	15,950	100.00%	7,700	100.00%
2. WHITE	14,200	89.05%	6,850	88.90%
3. BLACK	110	.72%	40	.52%
4. AMERICAN INDIAN	1,500	9.39%	760	9.91%
5. ORIENTAL	50	.32%	20	.25%
6. OTHER RACES	90	.54%	30	.42%
7. SPANISH-AMERICAN	1,180	7.40%	550	7.18%
8. MINORITY GROUPS *	2,930	18.36%	1,410	18.28%

NOTES: * SUM OF SPANISH AMERICAN AND ALL RACES EXCEPT WHITE, SOME DUPLICATION POSSIBLE SINCE SPANISH AMERICAN MAY INCLUDE NONWHITE RACES IN ADDITION TO WHITE.

SUM OF INDIVIDUAL ITEMS MAY NOT ADD TO TOTAL BECAUSE OF ROUNDING.

SOURCE: TOTAL POPULATION ESTIMATES FOR 1977 PROVIDED BY DR. S. F. CHU, BUREAU OF BUSINESS AND ECONOMIC RESEARCH, UNIVERSITY OF NEVADA, RENO.

TABLE 2
STATE OF NEVADA

POPULATION BY SEX AND MINORITY STATUS
1977

MINORITY STATUS	TOTAL POPULATION		FEMALE POPULATION	
	NUMBER	% BY RACE	NUMBER	% FEMALE BY RACE
1. TOTAL	653,960	100.00%	322,560	100.00%
2. WHITE	600,530	91.70%	295,920	91.59%
3. BLACK	36,580	5.68%	18,170	5.74%
4. AMERICAN INDIAN	10,330	1.62%	5,250	1.68%
5. ORIENTAL	4,150	.63%	2,140	.66%
6. OTHER RACES	2,380	.36%	1,070	.33%
7. SPANISH-AMERICAN	35,700	5.55%	17,490	5.53%
8. MINORITY GROUPS *	89,140	13.85%	44,130	13.94%

NOTES: * SUM OF SPANISH AMERICAN AND ALL RACES EXCEPT WHITE. SOME DUPLICATION POSSIBLE SINCE SPANISH AMERICAN MAY INCLUDE NONWHITE RACES IN ADDITION TO WHITE.

SUM OF INDIVIDUAL ITEMS MAY NOT ADD TO TOTAL BECAUSE OF ROUNDING.

SOURCE: TOTAL POPULATION ESTIMATES FOR 1977 PROVIDED BY DR. S. F. CHU, BUREAU OF BUSINESS AND ECONOMIC RESEARCH, UNIVERSITY OF NEVADA, RENO.

TABLE 3
SELECTED SOCIO-ECONOMIC CHARACTERISTICS FOR MINOR CIVIL DIVISIONS AND PLACES
ELKO COUNTY, NEVADA

	Township Carlin	Carlin	Township Eastline	Township Elko	Elko	Township Jarbidge	Township Mountain City	Township Tecoma	Township Wells	Wells	Elko County
Population, 1970	1,356	1,313	97	8,931	7,621	32	1,125	221	2,196	1,081	13,958
Population distribution (percent)	9.71	9.41	0.69	63.98	54.60	0.23	8.06	1.58	15.73	7.74	100
Per capita income, 1969 (dollars)	3,565	3,277	3,670	3,144	3,237	N/A	2,699	2,638	2,722	N/A	3,070
Families below poverty level (percent)	1.70		24.74	22.75		N/A	17.33	33.00	14.93		19.64
Rural population (percent)	100.00	100.00	100.00	14.67	0.00	100.00	100.00	100.00	100.00	100.00	45.40
Racial composition (percent):											
White	94.69	94.82	97.94	93.42	94.19	93.75	39.20	97.28	92.03	89.92	89.05
Black	0.81	0.84	0.00	0.96	0.80	0.00	0.00	0.00	0.14	0.09	0.72
Indian	3.09	2.89	2.10	4.78	4.09	6.67	55.82	2.71	6.78	7.95	9.38
Other	1.40	1.45	0.00	0.84	0.92	0.00	0.00	0.00	1.05	2.03	0.85
New residents of Nevada since 1965; Over age 5 (percent)	15.00		1.00	46.00		N/A	8.00	3.00	28.00		
Total housing units distribution (percent)	9.88	9.45	1.00	60.40	51.29	1.49	7.49	2.09	17.65	7.06	100.00
Housing units lacking some plumbing facilities (percent)	4.38	3.19	4.58	36.85	19.32	1.39	19.12	5.38	28.29	3.78	100.00
Housing units with 1.01+ persons/room and all plumbing facilities (percent)	13.27	12.61	0.44	54.42	48.00	0.00	12.61	1.33	17.92	9.29	100.00
Total employment distribution	544		55	3,654		N/A	368	76	1,006		5,703
Employment composition by industry (percent):											
Construction	5.70		10.91	6.98		N/A	2.99	22.37	3.08		6.15
Manufacturing	0.00		0.00	2.38		N/A	1.36	0.00	1.89		1.95
Transportation	0.25		10.91	6.62		N/A	1.36	30.26	4.97		8.10
Communications and utilities	0.92		0.00	3.58		N/A	0.00	0.00	3.18		2.95
Trade	13.79		41.82	21.81		N/A	6.79	5.26	20.68		19.85
Finance	3.31		0.00	5.31		N/A	0.00	9.21	4.07		4.56
Other professional	0.73		0.00	10.26		N/A	15.22	6.58	2.09		8.08
Educational services	1.65		10.91	5.64		N/A	25.00	7.89	5.76		6.61
Public administration	5.15		0.00	7.61		N/A	7.88	5.26	7.06		7.19
Other industries	43.75		25.45	29.80		N/A	39.40	13.16	47.22		34.56

TABLE 3--CONTINUED

Employed persons (14+ years) by occupation (percent):								
Professional and technical	6.80	10.91	15.35	N/A	25.54	14.47	10.14	14.22
Farmers and farm managers	2.02	0.00	2.76	N/A	14.67	5.26	5.86	4.01
Managers	15.99	0.00	14.34	N/A	4.08	5.26	8.35	12.52
Clerical	12.32	0.00	16.75	N/A	5.98	19.73	10.73	14.45
Sales workers	0.92	0.00	4.54	N/A	1.63	0.00	2.09	3.47
Craftsmen, foremen	20.96	0.00	12.34	N/A	6.25	42.10	9.64	12.57
Operatives	21.51	23.64	8.84	N/A	3.80	0.00	9.05	9.78
Service workers	13.79	54.54	18.39	N/A	19.29	0.00	27.43	19.71
Farm laborers and foremen	1.65	0.00	3.97	N/A	15.76	7.89	14.61	6.40
Laborers (except farm and mine)	4.04	10.91	2.71	N/A	2.99	5.26	2.09	2.86

Source: U. S. Bureau of Census, Census Users Service Division, First and Fifth Count Microfilm: Nevada 1970, (Washington, D. C.: U. S. Government Printing Office, 1971).

TABLE 4
POPULATION ESTIMATES AND COMPONENTS OF CHANGE,
1940, 1950, 1960, 1970, 1974, and 1975

	1940[a/]	1950[a/]	1960[a/]	1970[b/]	1974[c/]	1975[c/]	Components of change, 1970-1975			
							Births	Deaths	Net migration Number	Net migration Percent
County, Elko	10,912	11,654	12,011	13,958	15,400	15,300	1,500	700	500	3.8
1970 Census subdivisions:										
Carlin township				1,356						
Carlin			1,023	1,313						
Eastline township				97						
Elko township			6,298	8,931						
Elko				7,621						
Jarbidge township				32						
Mountain City township				1,125						
Tecoma township				221						
Wells township				2,196						
Wells			1,071	1,081						
State, Nevada	110,247	160,083	285,278	488,738	574,000	592,000	48,000	22,000	77,000	15.8

Sources:

a/ U. S. Bureau of the Census, U. S. Census of Population: 1960, Number of Inhabitants, Nevada, Final Report PC(1)-20A (Washington, D. C.: U. S. Government Printing Office, 1960). (9553)

b/ U. S. Bureau of the Census, U. S. Census of Population: 1970, Number of Inhabitants, Final Report PC(1) A-30 Nevada (Washington, D. C.: U. S. Government Printing Office, 1971). (9553).

c/ U. S. Bureau of the Census, Current Population Reports: Population Estimates and Projections, Series P-25, No. 573 (Washington, D. C.: U. S. Government Printing Office, August 1976). (9553)

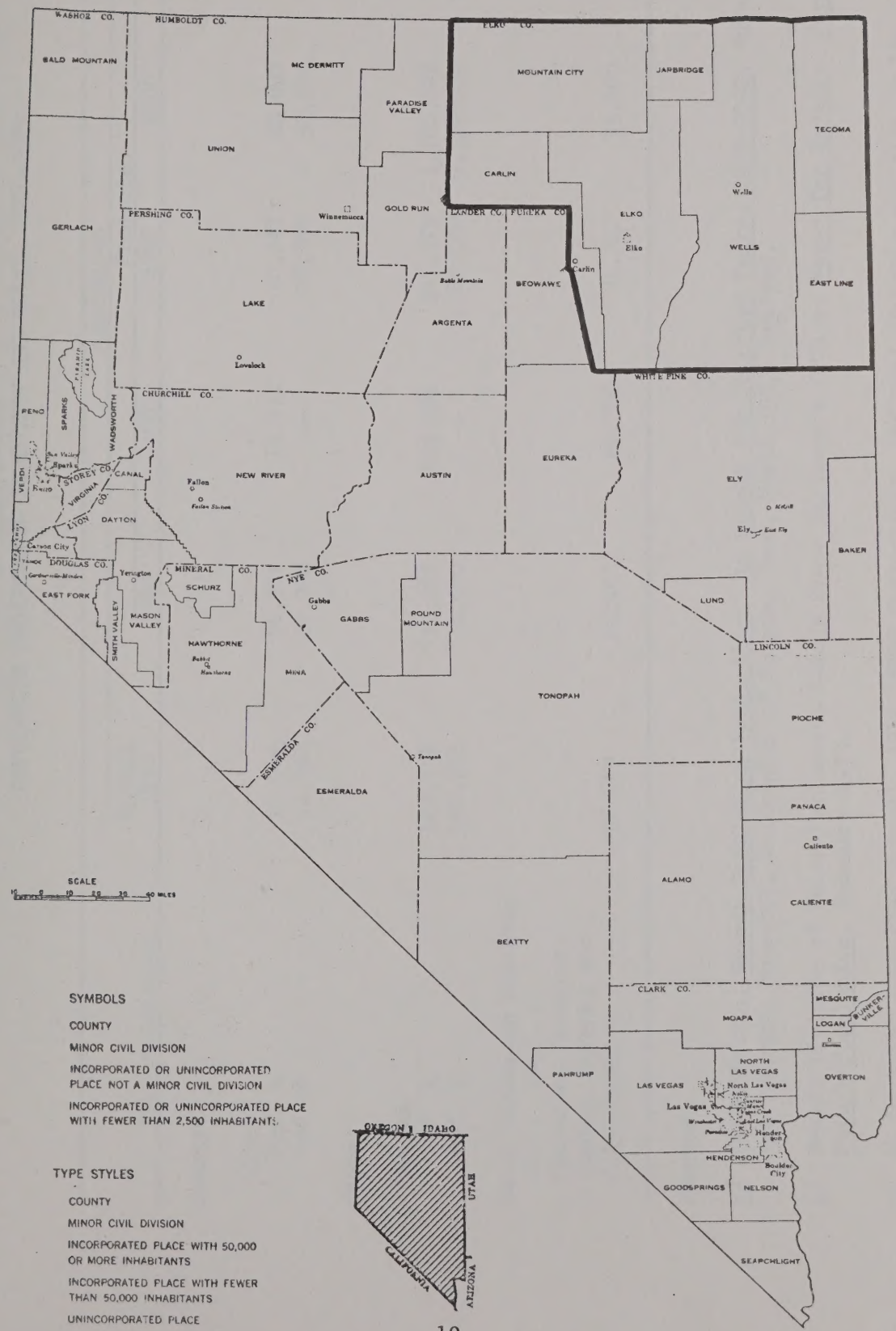
TABLE 5
ELKO COUNTY RURAL-URBAN POPULATION DISTRIBUTION, 1970

	Area (square mile)	Percent					Average population density (persons per square mile)
		Nevada land area	Nevada population	Urban	Rural		
					Non-farm	Farm	
County:							
Elko	17,182	16	2.86	54.6	34.4	11.0	0.8
State:							
Nevada	109,889	100	100.00	80.9	17.0	2.1	4.4

Source: U. S. Bureau of the Census, 1970 Census of Population-Number of Inhabitants, Nevada, PC(1)-A30 and 1970 Census of Population-General Social and Economic Characteristics, Nevada, PC(1)-C30 (Washington, D. C., U. S. Government Printing Office, 1971).

Illustration 2

Nevada-County Subdivisions/ Townships and Places



SYMBOLS

COUNTY

MINOR CIVIL DIVISION

INCORPORATED OR UNINCORPORATED PLACE NOT A MINOR CIVIL DIVISION

INCORPORATED OR UNINCORPORATED PLACE WITH FEWER THAN 2,500 INHABITANTS

TYPE STYLES

WASHINGTON — COUNTY

WASHINGTON — MINOR CIVIL DIVISION

Washington — INCORPORATED PLACE WITH 50,000 OR MORE INHABITANTS

Washington — INCORPORATED PLACE WITH FEWER THAN 50,000 INHABITANTS

UNINCORPORATED PLACE

TABLE 6
ELKO COUNTY
POPULATION PROJECTIONS BY COUNTY AND TOTAL, 1970-2020

Area references	Population					
	Actual	Projected				
	1970	1980	1985	1990	2000	2020
County:						
Elko						
Ref. a	13,958	16,951	18,722	20,642	25,025	
Ref. b	13,958	22,000	--	28,000	32,000	35,000
State:						
Nevada						
Ref. a	488,738	732,594	832,399	941,779	1,103,249	
Ref. b	488,738	770,000	--	1,082,000	1,319,000	1,564,000
Water Resources Sub-area 1604: (Ref. c) Humboldt, Pershing, Lander, Eureka, and Elko Counties	26,849	28,400	29,800	31,200	33,200	36,800

Sources:

a/ Shih-Fan Chu, Nevada Population Projection: by County for Selected Years, 1970-2000, Bureau of Business and Economic Research, University of Nevada, Reno, March 1977 revised.

b/ Nevada Division of Water Resources, Nevada State Engineer's Office, Water for Nevada: Forecasts for the Future-Population, February 1973.

c/ U. S. Water Resources Council, 1972 OBERS Projections, Regional Economic Activity in the U. S., Series E Population, Vol. 3, April 1974.

TABLE 7
PROJECTED POPULATION AVERAGE ANNUAL RATES OF CHANGE BY COUNTY AND TOTAL, 1970-2020

Area references	Average annual rate of change					
	1970	1980	1985	1990	2000	2020
County:						
Elko						
Ref. a	1.96	2.01	1.97	1.94		
Ref. b	4.65	2.44		1.34	0.45	
State:						
Nevada						
Ref. a	4.13	2.59	2.50	1.60		
Ref. b	4.65	3.46		2.00	0.86	
Water Resources Subarea: 1604: Humboldt, Pershing, Lander, Eureka, Elko Counties						
Ref. c	0.56	0.97	0.92	0.62	0.52	

References:

a. Shih-Fan Chu, Nevada Population Projection: by Counties for Selected Years, 1970-2000, Bureau of Business, Economic Research, University of Nevada, Reno, Nevada, March 1977, Revised.

b. Nevada Division of Water Resources, Nevada State Engineer's Office, Water for Nevada: Forecasts for the Future-Population, February 1973.

c. U. S. Water Resources Council, 1972 OBERS Projections Regional Economic Activity in the U. S., Series E Population, Vol. 3, April 1974.

(1) U. S. Department of the Interior, Bureau of Land Management proceedings at Elko concerning the Point Reyes land exchange. January 21, 1970.

(2) The Humboldt-Tuscarora MFP questionnaire. 1972-1975.

(3) Questionnaire sent to interested Elko publics concerning multiple-use values and range management. This questionnaire was based on the Senate Appropriations Committee request to BLM to provide a report on the Bureau's vegetative management program. October 16, 1974.

(4) Proceedings of a public meeting held in Elko between the Nevada Cattlemen's Association and BLM's national leadership. April 3, 1976.

(5) Proceedings of a public meeting held in Elko between the Fish and Wildlife Service and interested public concerning "proposed boating regulations at the Ruby Marsh Wildlife Refuge." September 1976.

(6) General observations and conversations with "walk-in" public at the Elko BLM office. July 1974, to December 1976.

Land-Use Generally

"Proper" use of national resource lands (NRL) revolves primarily around user group orientation. In this regard, dominant use vs. multiple use is perhaps the single most philosophical argument among public land users within the District. The most vocal proponents of dominant use are the District's livestock operators whose organizational ability has been translated into effective action, e.g., Elko District stockmen spearheaded a group (Nevada Land Action Association) which is sponsoring a "return" of Federal lands to State control. In support of this action, State Senator Richard E. Blakemore's subcommitte "to derive additional benefits from public lands" is coordinating the Nevada Land Association's efforts to place the issue on a statewide ballot.

Multiple-use proponents within the District are not as well organized. The only large-scale public response to a proposed public land action within the District was a result of the Point Reyes land exchange program in 1970.. This proposed exchange of public lands in Elko District invoked a statewide letter writing and petition campaign against the proposed action. Although the response was mainly from Washoe and Clark County residents, significant local opposition from Elko County publics was received opposing wholesale blocking of public lands to the livestock industry. It was felt that this action would restrict freedom of movement on the public lands.

Comments from general walk-in public to the BLM District Office has centered primarily around questions as to the availability of land for sale. It has been the Elko District economist's impression that the general public does not see why, with a vast public land acreage, a few acres can not be sold. Explanations as to regulations and planning constraints are not accepted as legitimate reasons.

Specific Land Areas, Objects, or Issues

Within the District there are some site-specific areas and issues that have caused significant concern among local and nonlocal publics:

Wild Horse Reservoir. Within the North Fork planning unit is the largest open body of water in the District utilized for general outdoor recreation. Presently, winter and summer recreational use of the area is increasing dramatically especially from out-of-state users. Over time a mixed land status of the area has resulted in management problems in trying to balance private land development interests and recreational demand on public lands. Currently, the Bureau of Indian Affairs (BIA), one of the primary landholders in the area, has attempted to secure more control of the reservoir, thus causing considerable friction among adjoining landowners and users. BIA control of the reservoir is negatively viewed by most users, and the issue has prompted Elko County officials to file a recreation and public purposes application (1976) with the BLM in order to gain some control of the area. As of March 1977, all recreation and public purpose applications filed by Elko County had been rejected. The Nevada State Division of Parks is also interested in the area as a possible park site. Presently, the disposition and control of Wild Horse Reservoir is undecided; however, the majority of interested parties within the community do not favor BIA Administration.

Ruby Marshes. The Currie planning unit in September of 1976 became the center of attention among recreational users of the area and the Fish and Wildlife Service. This agency manages the marshes as a "wildlife refuge" and has proposed "boating" restrictions which touched off heated controversy. A Fish and Wildlife Service Environmental Impact Statement recommended control of boating. However, because of the influence of Nevada's congressional delegation, implementation of the recommendations have been postponed until 1978.

Photo 2. *View of the Ruby Marshes, Ruby Lake National Wildlife Refuge, Currie planning unit.*

Proposed Upstream Storage Project. The Army Corps of Engineers' proposed upstream storage project, which will encompass the building of three dams on tributaries of the Humboldt River system and the Marys River, has been vigorously opposed by members of Elko County's livestock industry. A draft environmental impact statement has been published by the Corps, but the project's time schedule for implementation is unknown.

Wild Horses. Numbers, control, and disposition has been the subject of critical concern by the livestock industry within the District since the passage of the Wild Horse and Burro Act of 1971. Since Elko District contains one of the largest concentrations of wild horses in the State of Nevada, concern over the forage allocation process, given the current Allotment Management Plan-Environmental Statement efforts within the Bureau, is paramount. Within the community there is no discernible support for the wild horse act mainly because the horses are not considered "wild" in the sense of the act, but "feral" horses that have become a nuisance and a threat to both domestic livestock and wildlife.

Deer Herd Reductions. Within Elko County, deer herd reductions are of major concern to wildlife interest groups, the livestock industry, and the local business community. Considerable discussion has ensued as to the cause of herd reductions, and accusations have created ill feelings between wildlife groups and the livestock industry within the District.

Area Development and Growth

Concerns expressed by citizens during the Point Reyes era (1970) as to the exchange of 81,000 acres of public land in Elko County gives a clearcut view of the negative attitudes toward wholesale disposal of lands, and opposition to the possibility of nonlocal control of lands if the exchange proposal were approved. Recently, community attitudes toward growth and development were reflected in the November 1976, county election wherein a "convention center-auditorium" proposition barely passed. A similar proposition failed a 1975 vote. A recent study conducted by the Northern Nevada Community College (Beta Project, June 1976) indicated there is no overwhelming consensus toward area growth and development. Results showed just over 27 percent of Elko's residents want little or no population increase. The greatest percent (42 percent) were in favor of moderate growth over the next ten years. When viewed as a whole, survey results concerning population growth illustrate that Elko residents favor small to moderate growth.

Germane to a discussion on area development is the position of Elko County in relation to land speculation. In early 1977 there were 23 subdivision plats filed with the county consisting of one-half acre to 40-acre parcels. Along with these formally filed plats are numerous substandard, crudely developed subdivisions located helter skelter throughout the county. Of the thousands of acres involved only one subdivision (McCulloch) has had any success. The McCulloch Corporation's Spring Creek development is located approximately ten miles south of the City of Elko. Throughout its life, local community support for Spring Creek has been consistently lacking, and McCulloch's attempt to foster development through sophisticated sales cam-

paigns to attract local and nonlocal buyers has failed. In 1976 McCulloch withdrew from the area and from the land development business. In 1974 Elko County tightened their zoning regulations regarding subdivision filing; however, "open space" zoning as it now exists does not preclude future land speculation of this type. Given the numerous legally platted subdivisions on the books there exists a problem of orderly, planned growth within the county.

Government and Its Various Entities

Local, State, and Federal government presence within the District is all encompassing. Elko County direct government employment is nearly 25 percent of all employment, while over 74 percent of the county's land base is in other than private control (see Table 8, Land Status). This overwhelming visibility provides a common "touchstone" wherein vocal interest group dissatisfaction with governmental policies translates into sympathetic understanding from the community at large. Recent examples have been interest group dissatisfaction with governmental polices affecting boating at the Ruby Marshes; control of Wild Horse Reservoir; quota system for deer hunting; and proposed grazing and mining regulations. Taken individually, only a small group of people are affected; however, given government's visibility within the community, in combination with an anti-bureaucratic theme as expressed by the local newspaper, any and all governmental action is labled as "Big Brotherism."

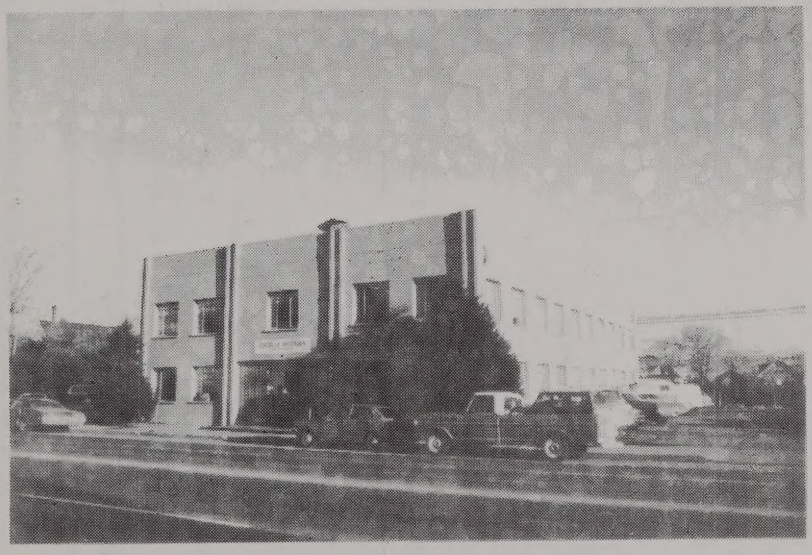


Photo 3. *State of Nevada office building, Elko, Nevada.*

TABLE 8
LAND STATUS, ELKO BLM DISTRICT, AS OF SEPTEMBER 1976

	Tuscarora	North Fork	Contact	Currie	Buckhorn	Total	Other lands in Elko County
Lands administered by BLM:							
Public lands	1,796,732	509,444	1,796,891	2,328,735	879,267	7,311,069	52,182[1/]
BLM withdrawals							
Stock driveways		40,641			31,887	72,528	
Public water reserve	721	1,241	700	160	834	3,656	
Protective withdrawal		20				20	
Air Force withdrawal				15,070		15,070	
Total	1,797,453	551,346	1,797,591	2,343,965	911,988	7,402,343	52,182
Lands administered by others:							
Air navigation sites			160		10		
Indian lands	677	4,102		1,987	13,613	20,379	144,282[2/]
Bureau of Reclamation	25,974				646	26,620	
Humboldt National Forest							1,045,938
Ruby Lake National Wildlife Refuge							26,755
State of Nevada			800			800	
Private	995,535	398,049	829,922	504,575	672,509	3,385,520	111,683[3/]
							25,796[4/]
Total	1,002,186	402,151	830,882	506,562	686,778	3,448,559	1,354,454
TOTAL	2,819,639	953,497	2,628,473	2,850,527	1,598,766	10,850,902	1,406,636

1/ Administered by Boise District, BLM.
2/ Duck Valley Indian Reservation.
3/ Private Lands within the Humboldt National Forest.
4/ Boise District-BLM, Private.

Outside Influences and People

The ability of the community to control its own destiny vs. the fact that the majority of the area's land base, income, and employment is controlled and generated from the "outside," is the ironic situation that Elko and many rural Nevada communities live with. Some local resentment of Washoe and Clark County hunters during the deer season, although the local Chamber of Commerce encourages such hunters to come to Elko County, is an example of this dichotomous situation. However, encouraging tourists to come to Elko to participate in gaming is recognized by the community as a beneficial endeavor as long as the inducement is transitory.

Ability to Pursue A Particular Lifestyle

Geographic isolation, traditional livestock and mining endeavors, and the historic small population of the community has created over time a conservative, individualistic, self-sufficient outlook among Elko County residents. Lifestyles built around this ethic today crosses all cultural and economic lines within the community. From observations and discussions with newcomers to the area it seems that this lifestyle is readily accepted. Recently proposed governmental regulation of the traditional livestock and mining industries is seen by those groups not only as an economic threat but as a lifestyle threat. Thus, land use intensification efforts on the part of the BLM are taken as lifestyle threats by the affected interest groups as well as the general community at large since both groups share lifestyle values.

Social-Cultural Values

A superficial look at Elko County's population statistics gives the impression that the community is fairly homogeneous; however, within the county a multiple-mix of ethnic, native, and religious groupings exist within a total population base that includes a high proportion of new residents. Within the City of Elko alone a recent study (BETA Project, 1976) indicated that 37 percent of the city's residents have lived in the city for more than 20 years. Another 12 percent lived there between 11 and 20 years. Thus, nearly 50 percent of the city's population lived in Elko 10 years or longer. By contrast, Elko also has a high proportion (30 percent) of new residents, those living in town less than three years. Within this total framework the following sections were analyzed.

Native Values

Although the Indians were the original inhabitants of the area, living extensively throughout the county, today they are on three reservations. These include the Duck Valley Reservation along the Nevada-Idaho border and three separate areas of the Te-Moak Shoshone Reservation--one in Ruby Valley, one at Lee, and one at the city colony in Elko. Indian economic activities include working as wage laborers, farming, and ranching. The Elko BLM licenses grazing to the Te-Moak Council in Ruby Valley and to one Indian operation in Cresent Valley.

As in other areas of the country, there is a clash of values between the white culture with individual self-aggrandizement and environmental manipulation and the Indian culture where land and its resources are a collective good. The Indian culture has been no match against the white man's numbers, rules, and regulations. Population growth within the county has increasingly isolated the Indian community which had its origin when the reservation system was established.

Within the Indian Community it is axiomatic that the farther from the white population centers, the closer the adherence to traditional lifestyles. Thus, the reservation Indian has maintained to some extent his Indian language ability and various arts and crafts as taught by the older members of the tribe. In contrast, "colony" Indians in and around Elko and Wells are fast losing their Indian identity in that language and the various old skills are rarely taught and there is little interest among the younger tribal members to acquire these skills. Additionally, proximity to the greater community of Elko has brought on many social problems and in order to combat these problems ITC (Intertribal Council) has instituted a "walk-in" rehabilitation center to reduce the impact of some of these problems. Functionally, this center provides food, shelter, clothing and provides counseling in alcohol-related problems.

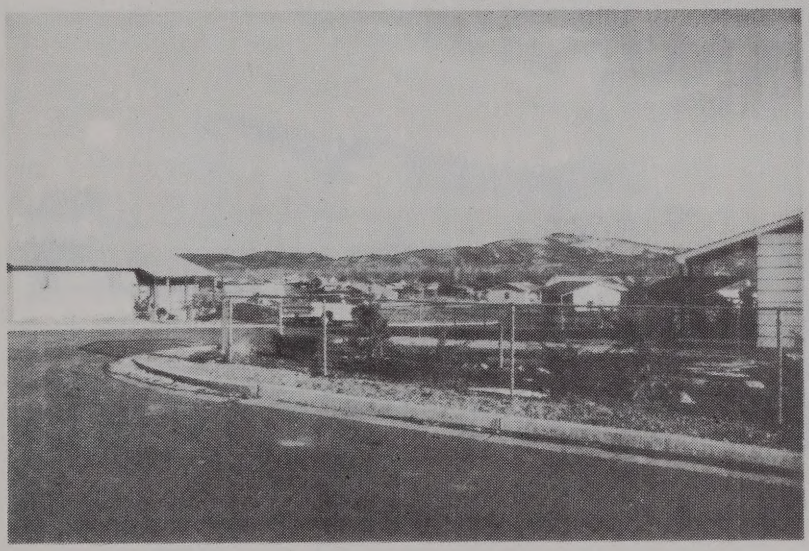


Photo 4. *Elko Indian Colony, Elko, Nevada*

As a subculture the Indians within the Elko District, especially those residing close to population centers, are fast losing their cultural identity. Expansion of the white community is expected to accelerate this situation.

In addition to the Indians, there is a subcultural group that has been vocal in its concern over extinction. This group is composed of old-line, tradi-

tional, family-type ranchers. Their concern is that government rules and regulations have and will continue to slowly strangle their ranching lifestyle. As a community they view themselves in a life and death struggle to survive. Government is seen as a threat and an enemy to be dealt with on an adversary basis.

Religious Values

A major stabilizing influence within the community is the strong religious presence, exemplified by the 26 active churches within the county. One religious group, the Church of Jesus Christ of the Latter Day Saints, often called the Mormons, have had perhaps the greatest effect on the community not only because of large membership, but because being a Mormon is a way of life as well as a religious belief. This ethic based on the "family" has done much to make Elko a stable environment in which to live. The missionary zeal of this group has effected the total population, especially among the Indians where special conversion efforts have been directed.

Photo 5. *Church of Jesus Christ of the Latter Day Saints, Elko, Nevada.*

Among Mormon church leaders in the community there is considerable concern that the "family" unit is breaking down, thus posing a threat to themselves and to the larger community. It is also felt that the cohesiveness of their group is being diluted as the community expands through population growth and exposure to outside influences.

Immigrant Values

According to Wilber S. Shepperson in Restless Strangers[a/], Nevada was largely settled by foreign-born immigrants. The mining camps contained representatives of almost every nation on earth at the time. Those immigrants who stayed seldom preserved their old culture more than a generation. Exceptions within Elko County are the Basques from northern Spain who came to the area primarily as sheepherders. Today, the Basques tend few flocks and are mainly integrated into the total community economically. Socially, however, the Basques have kept their ethnic background intact. Basque cooking, dancing, games, and language are cultural features that make Elko unique, especially during a week in July when the entire community is involved in the annual Basque Festival.

Another exception to the acculturation process is the place occupied by the Mexican community. Members of this group number approximately 7.5 percent of the county's total population (1977). They are employed primarily in gaming and restaurant establishments. A large number are also employed as railroad and ranch labor. Realistic population and employment estimates of this ethnic minority within Elko County is difficult to ascertain due to the illegal-alien status of many of its members. Periodic raids by the Border Patrol nets the most visible of illegals--those employed in the restaurants and gaming extablishments.[b/] Thus, within Elko County, statistics on the Mexican community are just "the tip of the iceberg," and employment statistics in the service-related and agricultural sector are, in reality, higher than reported.

Today, foreign-born immigrants and those of foreign-born parentage constitute a small percentage of the county's total population.[c/]

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a/ Wilber S. Shepperson. Restless Strangers, University of Nevada, Reno, 1970.

b/ In a telephone interview with the Immigration and Naturalization Service on March 28, 1977, officials of that agency stated that there are no more Border Patrol raids planned for Elko County because of the relative numbers netted and the efficiency of such operations. Immigration officials estimate 400 to 500 illegals in Elko County.

c/ U. S. Bureau of the Census, 1970 Census of Population--General Social and Economic Characteristics, Nevada, PC(1)C30. Washington, D. C., U. S. Government Printing Office, 1972.

Total population	13,958
Natives of native parentage (U.S.)	11,967
Natives of foreign or mixed parentage	1,470
Foreign born	521
Born in state of residence	5,759
Born in different state	6,947

These statistics show that residents from out-of-state outnumber natives. When these immigrants come from more urbanized areas, they generally bring with them a desire for more goods and services. Since Elko is the major trade center for northeastern Nevada it has been able to cater to these desires. (See consumption patterns, page 33.)

Cultural Opportunities

Elko as the county seat of Elko County is not only the trade center for surrounding counties but the cultural center as well. Elko boasts over 100 service club organizations accommodating a multitude of interests. There are 59 professional and fraternal organizations and a community college that not only awards an associate of arts degree, but serves the community's adult education needs. Numerous and diverse cultural events, from musical programs to little theater, take place on campus and involve the entire community.

Within the City of Elko the Northeastern Nevada Museum serves the community by providing historical literature research services; art exhibits; children's shows; lectures; and various film and slide shows. The Elko County Library sponsors similar events, plus providing bookmobile service and reading programs to rural parts of the county. Recent passage of the convention-auditorium complex in Elko will facilitate an increase and diversity in the community's cultural activities.

Rodeo events and numerous horse shows now take place throughout the year at the "Horse Palace" located at Spring Creek. At the local fairgrounds, horse racing is a popular event drawing not only locals but out-of-state tourists.

In summary, it can be said that the opportunity to participate in cultural activities within Elko is greater than one would anticipate. Geographic isolation; relatively high educational levels; large government employment; high personal income, and the open friendliness of the rural atmosphere have all coalesced to make Elko more culturally healthful than many communities two or three times its size.

Cultural opportunities outside the City of Elko are limited. Residents outside Elko must travel to Twin Falls, Idaho, Salt Lake City, Utah, or Elko for cultural activities.

Employment and Income

The economic structure of Elko County varies between the City of Elko and the remainder of the county. The basic sectors of tourism, agriculture, and mining are the primary sources of income and employment outside the city. Basic sectors are those sectors which produce goods and services primarily for nonlocal demand. The City of Elko, on the other hand, serves as a regional trade center and provides nonbasic goods and services to the rural areas in much of northeastern Nevada. Table 3, which shows a breakdown by census subdivision for employed persons by occupation and employment composition, illustrates this dichotomy.

Table 9 shows employment and income by sector in Elko County. Table 10 shows the percentage composition of nonagricultural employment in the county and compares it with rural Nevada, Nevada, and the United States. Statistics for Elko County are heavily weighed by the economy of the City of Elko because the latter contains over 55 percent of the total county population.

Total personal income by place of residence was $91,315,000 for Elko County in 1974. Personal income is labor and proprietors income (Table 9) minus personal contributions for social security, adjusted for place of residence, plus dividends, interest and rent, and transfer payments. Dividends, interest, and rent accounted for $15,059,000 and transfer payments accounted for $8,691,000 for 16 percent and 10 percent of personal income, respectively. The major category of transfer payments is retirement and disability benefits which account for 66 percent of the total. Other sources of transfer payments include unemployment insurance benefits (7 percent), medical assistance (7 percent), educational assistance (4 percent), public assistance (9 percent), and other (7 percent).

Services are both the primary employment and income generating sector for Elko County. Employment in services is concentrated in the basic sector of tourism. Tourist-related service jobs are found in the casino centers of Wendover, Jackpot, Wells, and Elko. Table 11 compares service industries in the City of Elko and the rest of the county as well as rates of change in the industry from 1963 to 1972.

Growth in the tourist-related service industries has primarily occurred in Wendover and Jackpot. Receipts from amusement and recreation services accounted for 41 percent of the revenue from services. The rest of the county receipts accounted for 94 percent of this total (90 percent of the total of rest of county revenue). Growth in revenues in the rest of the county was 125 percent from 1963 to 1972 compared to 93 percent in the county and 72 percent in the City of Elko. The number of hotels, motels, etc., showed a decline in the same period. No information exists on receipts or number of rooms. It is probable that both of these increased in the period with older, smaller hotels and motels being replaced by larger, newer facilities.

TABLE 9
EMPLOYMENT/INCOME BY SECTOR 1970, 1973, 1974, 1975, ELKO COUNTY
AND RATE OF CHANGE COMPARED WITH THE NATION

Economic sector	Employment[a] 1970	1974	1975	Percent of total 1975	Average annual rate of change in employment: Elko County 1970-1975[b]	United States 1974-1975[c]	Proprietors and Labor income by sector[d] 1970	1973	1974	Percent of total 1974
					(percent)		(million $)			
Agriculture	630	620	600	9	- 0.97	- 2.37	10,819	17,911	11,081	16
Mining	60	170	160	2	21.67	19.58	600	868	2,093	3
Construction	190	350	290	4	8.83	2.25	2,166	6,893	4,830	7
Transportation and Public Utilities	660	750	700	10	1.10	0.11	4,964	7,350	7,720	11
Trade	1,060	1,420	1,480	22	6.90	13.63	7,078	9,469	10,970	16
Finance, Insurance, Real Estate	140	220	190	3	6.30	14.51	1,469	2,049	2,605	4
Manufacturing	50	50	50	1	0.00	- 5.18	499[e]	681[e]	731[e]	1
Services	1,410	1,890	1,840	27	5.47	20.43	10,319	14,656	16,204	23
Government	1,230	1,380	1,440	21	3.20	17.85	9,380	12,648	13,466	19
Totals	4,810	6,130	6,750	100	5.04	8.52	47,294	72,705	69,700	100

a/ Numbers are rounded to the nearest tenth.
b/ Source: Nevada Employment Security Department, County Labor Force Summary: 1970, 1974, 1975, (Carson City, Nevada: State Printing Office, 1976).
c/ Calculated from U. S. Department of Commerce, Bureau of Economic Analysis, Survey of Current Business, Vol. 56, No. 11, (Washington, D. C.: U. S. Government Printing Office, 1976).
d/ U. S. Department of Commerce, Bureau of Economic Analysis, Regional Economics Division, Regional Economics Information System, Personal Income by Major Sources 1970-74, (Washington, D. C.: U. S. Government Printing Office, 1976).
e/ Includes Category of other industries along with manufacturing.

TABLE 10

PERCENTAGE DISTRIBUTION OF NONAGRICULTURAL EMPLOYMENT, 1976

	Elko	Rural Nevada[a/]	Nevada	United States
Mining	3	6	1	1
Contract Construction	5	4	5	5
Manufacturing	1	4	5	24
Transportation and Public Utilities	11	4	6	6
Trade	24	15	20	22
Finance, Insurance, and Real Estate	3	2	4	5
Services	31	39	42	18
Government	23	25	17	19
Totals	100	100	100	100

a/ All counties except Clark and Washoe.

Source: For Elko, Rural Nevada, and Nevada; Nevada Employment Security Department, County Labor Force Summary: 1976, (Carson City, Nevada: State Printing Office, 1977).

For United States; Calculated from U. S. Department of Commerce, Bureau of Economic Analysis, Survey of Current Business, Vol 57, No. 9, (Washington, D. C.: U. S. Government Printing Office, 1977).

TABLE 11

SERVICE INDUSTRY COMPARISON - ELKO COUNTY

	Year	Total Elko County	City of Elko	Rest of County
Number of Establishments	1963	150	89	61
	1972	207	135	72
Percent Change		38%	52%	18%
Revenue ($000)	1963	13,439	8,150	5,289
	1972	25,947	14,022	11,925
Percent Change		93%	72%	125%
Employment	1963	965	604	361
	1972	1262	665	627
Percent Change		35%	10%	74%
Selected Kind of Business				
Number of Hotels	1963	68	31	37
	1973	66	33	33
Percent Change		-3%	6%	-11%
Number of automotive repair, services, and garages	1963	8	7	1
	1972	16	10	6
Percent Change		100%	43%	500%
Receipts from automotive repair, services, and garages	1972	651	565	86
Number of amusement and recreation services	1963	17	4	13
	1972	36	18	18
Percent Change		112%	350%	38%
Receipts from amusement and recreation services	1972	11,204	625	10,579

U.S. Bureau of the Census, 1963 Census of Selected Service Industries, Washington, D.C.; U.S. Government Printing Office, 1965.

U.S. Bureau of the Census, 1972 Census of Selected Service Industries, Washington, D.C.; U.S. Government Printing Office, 1974.

Photo 6. *View of Commercial Hotel/Casino, Elko, Nevada. Utah licensed vehicle illustrates the many out-of-state visitors to Elko area casinos.*

Non-tourist related service jobs, such as legal services and banking services, are concentrated almost exclusively in the City of Elko. It can be inferred from Table 11 that these sectors grew at a slower rate than the tourist-related sectors. In 1969 persons classified as service workers constituted 55 percent of those employed in Eastline (Wendover), 27 percent of the employment in Wells (Wells and Jackpot), and 18 percent of the employment in Elko (reference Table 3).

Wholesale and retail trade represented the next highest employment sector at 1,480 persons or 22 percent of employment in 1975. Elko serves as a regional trade center, and employment in this sector is stronger in Elko County than in the surrounding counties and the State. The percentage income produced by the trade sector (16 percent) is less than the percentage employment (24 percent). This pattern is generally true, caused by the predominance of wage employment and the comparatively low wages in this area.

As a regional center, Elko has attracted considerable state and federal government employment. In Elko County all government employment ranks third (21 percent) of total county employment. Likewise, personal income derived from this sector ranks second (20 percent) of total county personal income. Personal income breakdown into component parts for the government sector for Elko County is as follows:

TABLE 12

GOVERNMENT EMPLOYMENT, ELKO COUNTY, 1970-1974
MILLIONS ($)

	1970	1971	1972	1973	1974
Government:					
Federal, civilian	2,058	2,167	2,388	2,662	2,711
Federal, military	229	252	289	325	345
State and local	7,093	7,839	8,633	9,661	10,410
TOTALS	9,380	10,258	11,310	12,648	13,466
Elko; State and local as Percent of total:	76	76	76	76	77
Nevada; State and local Percent of total:	57	57	57	59	60

Source: Bureau of Economic Analysis, Personal Income by Major Sectors, Regional Economics Information System, 1970-74.

As illustrated by the above table, the government sector in Elko County is primarily State and local. Elko County has no major military installations, a major contributor to government employment in the rest of the State.

Transportation and public utilities are the fourth largest employment sector in Elko County. Major firms serving the area are discussed under the infrastructure sections of the report. The fact that the percentage employment in these sectors is considerably larger than the surrounding counties implies that Elko serves as a regional center for these kinds of services.

Agriculture ranks fifth in sectors as an employer (9 percent) and fourth (16 percent) as an income source in the county. Agriculture is dominated by the livestock industry which accounted for 94 percent of the receipts. Because of the short growing season few crops can be raised. The major crop is hay which is retained by the grower for livestock. Only 10 percent of the hay crop is sold; the value of hay sold is only a third of costs of purchased feed for livestock. There are no commercial feedlots or processors in Elko. All cattle must be shipped out of the county for processing.

The importance of agriculture as a major employer varies by Census subdivision. The following is the percent of persons classified as farmers, farm managers, farm laborers, and farm foremen in 1969.

TABLE 13

AGRICULTURE AS AN EMPLOYER
(Nevada)

City	Farm Related Employed Persons (Percent)
Carlin	3.7
Eastline	0
Elko	6.7
Jarbidge	NA
Mountain City	30.4
Tecoma	13.2
Wells	20.5
Elko County	10.4

Source: U. S. Bureau of the Census, Census Users Service Division, First and Fifth Count Microfilm: Nevada 1970. (Washington, D. C.: U. S. Government Printing Office, 1971.)

Mining is the most erratic employment sector in the county and is currently a small contributor to employment and income. The county has been important in the past for gold, silver, and copper. Geologic formations are promising for additional discoveries and mining could become important. Mining areas exist on the peripheries of the county boundary with many employees residing within Elko County and working outside the county. The community of Carlin, on Elko's western edge, is an example of the above. The major employer in the community is the Carlin Gold Mine located in Eureka County, a few miles from Carlin. In 1976 it had 214 workers.

The largest mining operation within Elko County was the Anaconda Company's Victoria Copper Mine. The Victoria Mine's history is a potential pattern for future mineral operations in the planning area. The Victoria Mine was discovered in 1872, closed in 1974, reopened during the period from 1941 to 1947, and reopened in 1974. The mine closed for an indefinite period starting September 1, 1977, with potential to reopen with improvement in the international copper market. Each reopening represents a change in technology and economics that makes mining lower grade ore more desirable. Mining employment reached 124 in 1976. Located 50 miles from Wendover, 90 miles from Ely and 80 miles from Wells, the company creates a new town and minimum interaction occurs with existing communities.

Employment in mining has a potential of becoming a major sector in the county. Impacts on existing communities will be most influenced by the location of mineral development in relationship to existing communities with Carlin and Victoria representing different ways development may occur.

The sectors of Finance, Insurance and Real Estate; and Construction employ 3 percent and 4 percent, respectively. Both of these sectors are secondary

ELKO COUNTY

EMPLOYMENT STATUS BY SEX AND MINORITY STATUS
1977

	SEX AND MINORITY STATUS	LABOR FORCE	EMPLOYED	UNEMPLOYED	UNEMPLOYMENT RATE
	BOTH SEXES				
1.	TOTAL	8,430	7,950	480	5.7%
2.	WHITE	7,860	7,550	320	4.0%
3.	BLACK	20	20	0	.0%
4.	OTHER RACES	540	380	160	29.9%
5.	SPANISH AMERICAN	560	540	20	4.2%
6.	MINORITY GROUPS *	1,120	940	180	16.0%
	FEMALE				
7.	TOTAL	3,010	2,810	200	6.7%
8.	PERCENT OF BOTH SEXES	35.7%	35.3%	41.6%	
9.	WHITE	2,760	2,620	130	4.8%
10.	BLACK	20	20	0	.0%
11.	OTHER RACES	230	160	70	30.0%
12.	SPANISH AMERICAN	210	200	10	3.8%
13.	MINORITY GROUPS *	460	380	80	17.3%

NOTES: * SUM OF SPANISH AMERICAN AND ALL RACES EXCEPT WHITE. SOME DUPLICATION POSSIBLE SINCE SPANISH AMERICAN MAY INCLUDE NONWHITE RACES IN ADDITION TO WHITE.

SUM OF INDIVIDUAL ITEMS MAY NOT ADD TO TOTAL BECAUSE OF ROUNDING.

PERCENTAGES COMPUTED FROM UNROUNDED FIGURES.

SOURCE: PERCENTAGE FROM 1970 CENSUS FIGURES APPLIED TO 1977 LABOR FORCE.

TABLE 15

STATE OF NEVADA

EMPLOYMENT STATUS BY SEX AND MINORITY STATUS
1977

	SEX AND MINORITY STATUS	LABOR FORCE	EMPLOYED	UNEMPLOYED	UNEMPLOYMENT RATE
	BOTH SEXES				
1.	TOTAL	304,100	277,000	27,100	8.9%
2.	WHITE	283,020	258,330	24,690	8.7%
3.	BLACK	14,850	13,420	1,430	9.6%
4.	OTHER RACES	6,200	5,230	970	15.6%
5.	SPANISH AMERICAN	14,850	13,360	1,490	10.0%
6.	MINORITY GROUPS *	35,900	32,010	3,890	10.8%
	FEMALE				
7.	TOTAL	114,860	102,430	12,430	10.8%
8.	PERCENT OF BOTH SEXES	37.7%	36.9%	46.0%	
9.	WHITE	105,560	94,450	11,110	10.5%
10.	BLACK	6,640	5,870	770	11.5%
11.	OTHER RACES	2,630	2,090	540	20.5%
12.	SPANISH AMERICAN	5,110	4,390	720	14.0%
13.	MINORITY GROUPS *	14,380	12,350	2,030	14.1%

NOTES: * SUM OF SPANISH AMERICAN AND ALL RACES EXCEPT WHITE. SOME DUPLICATION POSSIBLE SINCE SPANISH AMERICAN MAY INCLUDE NONWHITE RACES IN ADDITION TO WHITE.

SUM OF INDIVIDUAL ITEMS MAY NOT ADD TO TOTAL BECAUSE OF ROUNDING.

PERCENTAGES COMPUTED FROM UNROUNDED FIGURES.

SOURCE: PERCENTAGE FROM 1970 CENSUS FIGURES APPLIED TO 1977 LABOR FORCE.

(i.e., demand is generated by economic activity with the county). Percentage wise both of these sectors are close to Nevada and United States averages.

Employment in manufacturing is light, representing only 1 percent of employment in the county. Nevada has traditionally had little manufacturing relying on other sources of basic employment.

Money income status of Elko County residents generally emulate those of the State with regards to per capita income and median effective buying income through 1974 (see Table 16). These statistics indicate a higher degree of economic stability relative to other mostly rural counties within the State of Nevada.

Consumption and Patterns[a/]

Elko County is bordered on the north by Idaho and on the east by Utah. This proximity to those two states puts it within reach of the urban areas of Twin Falls and Boise, Idaho, and Salt Lake City, Utah, with consequent economic ties to those cities. Interviews with businessmen in Elko indicate that the metropolitan areas of Reno and Salt Lake City were mentioned most often as supply sources. More distant supply centers were the San Francisco bay area and Denver. The Idaho urban areas of Boise and Twin Falls were mentioned less frequently as supply centers.

Motel owners felt that from the east, Salt Lake City was the most frequent major stop of their tourists, with Denver and Wyoming cities in second and third place in that respect. From the west, they believe that either Reno or California were the previous major stops, with some tourists coming from Oregon cities. Thus, the east-west traffic movement appears to be primary; the north-south movement, secondary. This agrees with the Nevada Highway Department's own traffic studies which indicate traffic in Elko is predominantly of east-west orientation.

Distances from Elko to major cities are as follows: San Francisco, 528 miles; Reno, 289 miles; Salt Lake City, 236 miles; Denver, 745 miles; Boise, 297 miles; and Twin Falls, 167 miles.

Elko, in turn, as the largest urban center in northeastern Nevada, is the supply center for many of Nevada's smaller communities and rural areas. Among the towns mentioned by Elko businessmen as sources of regular customers were: Battle Mountain, Eureka, Wells, Wendover, Mountain City, Lamoille, Carlin, Jackpot, Owyhee, Ely, Tuscarora, Winnemucca, Jiggs, Ruby Valley, and Austin. Thus, Elko's influence as a trading center extends into four neighboring Nevada counties of Humboldt, Eureka, Lander, and White Pine. The combination of tourist trade and trade from surrounding towns makes a considerable contribution to the retail trade and services sector. Elko's location on Interstate 80 almost midway between Salt Lake City and Reno makes it a logical overnight stop for the distance traveler on that route. Tourism's place as the major basic industry reflects a normal state of affairs. Elko's proximity to Twin Falls, Idaho, and Salt Lake City, Utah, has had considerable influence on the development of gaming in Elko with its attraction to tourists from neighboring states where it is not available. Recently, there has been considerable competition from casinos

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a/ This section is taken entirely from the Nevada Highway Department, Draft Environmental Impact Statement, I-80 in Elko, Nevada, Report No. FHWA-NV-EIS-76-01-D. Carson City, Nevada, January 16, 1976.

TABLE 16
MONEY INCOME STATUS OF ELKO COUNTY
RESIDENTS, SELECTED YEARS

	Per capita income of persons[a/] 1969 (dollars)	Per capita income[b/] relative to U. S. (Index: U.S. = 100) 1950	1972	Per capita income[a/] 1970	1974	Median effective buying income[c/] 1974 (dollars)
		- - (percent) - -				
County:						
Elko	4,172	115	113	4,233	5,864	12,796
State:						
Nevada	4,271	144	113	4,563	6,033	13,517

a/ U. S. Department of Commerce, Bureau of Economic Analysis, Regional Economics Division, Regional Economics Information System, Personal Income by Major Sources, 1970-1973; 1974 (Washington, D. C.: U. S. Government Printing Office, 1976).

b/ Nevada Employment Security Department, Manpower Information and Research Section, Per Capita Income from computer printout, December 20, 1976.

c/ "1975 Survey of Buying Power," Sales Management (July 21, 1975) p. D-66.

Photo 7. *View of Idaho Street, looking west toward downtown. Note variety of service oriented businesses. Elko, Nevada.*

located in Jackpot and Wendover, which are located nearer the Idaho and Utah borders, respectively.

RESOURCE ANALYSIS SUMMARY

This section summarizes and displays data on resource-related industries and their relation to, or dependence on, national resource lands (NRL). Economic contributions from the land are in the form of minerals from the ground; crops grown; cattle raised; game hunted; recreation, and scenery experiences.

Table 17 puts the various resources related to land management into categories by calculating the dollar amounts of each resource and the amount of income generated by each resource.

Although only 7.4 percent of the total personal income in Elko County is generated from public lands it is misleading to assume that public lands are of little importance. An example of this situation can be seen in the dependency of the livestock industry on public lands. As regards income, Elko County's public land livestock sector produces only 5.6 percent of the community's total personal income. However, in overall ranking agriculture (livestock products are 94 percent of Elko County's agricultural sector--Census of Agriculture 1974) is the third largest income producer in the county. As was mentioned earlier, 16 percent of the county's total personal income originates from this sector. Factors such as sector dependency on NRL (27 percent) and high productivity on private lands are the primary reason for this situation. Without the public lands the livestock sector could not carry on year-round operations, thus sector and overall personal income would decrease. Likewise, the mining sector's production is primarily from private lands with NRL needed for exploration purposes. In a real sense the mining industry is 100 percent dependent on public lands for exploration. As regards wildlife production, only harvest or consumptive uses are measured thus depicting only a small role that NRL plays in the production and protection of the region's wildlife resource.

In sum, it must be said that caution must be used in analyzing this table as regards the impact of NRL on the community. No activity as illustrated in Table 17 is independent; all are mutually interdependent.

TABLE 17

RESOURCE ANALYSIS SUMMARY, 1975

Elko County

Resource industry	QUANTITY OF REGIONAL PRODUCTION		REGIONAL INCOME		NRI SIGNIFICANCE							
								DIRECT INCOME EFFECT				
	PHYSICAL UNITS	VALUE DOLLARS	TOTAL $	INDEX[a]	AMOUNT PRODUCED	NUMBER OF INITIAL USERS	REGIONAL INDUSTRY DEPENDENCE%	PER UNIT	TOTAL	REGIONAL INCOME EFFECT	REGIONAL INCOME DEPENDENCE	1990 PROJECTED DEMAND
Minerals Locatable (metals)	--	555,000	(All mining, 1973) 868,000[b]	0.44	--	--	--	-0-	-0-			
Minerals Leaseable (oil)	--	-0-	-0-	--	--	--	--	-0-	-0-			
Minerals (sand, Saleables gravel)	334,000 S. tons	689,000	-0-	--	303,000 S. tons 1970[c]	--	91	-0-	-0--			
Forest products[c]	34 MBF	-0-	-0-	--	9 MBF	--	26	-0-	-0-			
Livestock forage	2,522,400 (AUMs)[d]	15,891,120[e]	10,416,000[f]	160	679,688 (AUMs)[g]	190	27[h]	4.13[i]	2,812,320[i]	3,861,315[k] (1.373)	5.60%[l]	
Hunting (Big game)	84,123[m] (Hunter days)	3,112,551[n]	812,376[o]	.72	42,015 (Hunter days)	--	50[h]	9.66[i]	406,188[i]	525,201[k] (1.293)	.76%[l]	
Hunting (Upland game)	26,578[p] (Hunter days)	159,468[n]	41,621[o]	.72	15,079 (Hunter days)	--	57[h]	1.57[i]	23,723[i]	30,674[k] (1.293)	.04%[l]	
Fishing	229,870[q] (Fishing days)	2,298,700[n]	599,961[o]	.72	40,917 (Fishing days)	--	18[h]	2.61[i]	107,993[i]	139.635[k] (1.293)	.20%[l]	
Recreation (General outdoor)	761,276[r] (Visitor days)	4,567,656[n]	1,192,158[o]	.72	273,973 (Visitor days)	--	36[h]	1.57[i]	429,176[i]	554,924[k] (1.293)	.80%[l]	

*See accompanying narrative.

a/ This income index is computed by dividing the percent of regional income (by sector) by the percent of regional employment for that same sector. Hunting, fishing, and general recreation are considered under the services and trade sector.

b/ Income data for 1973 were utilized because production statistics were based on this year. Production statistics: U. S. Department of the Interior, Bureau of Mines, The Mineral Industry of Nevada, Mineral Yearbook 1973, pp. 4-10.

c/ BLM production based on U. S. Department of the Interior, Bureau of Land Management, Social-Economic Data System, Denver Service Center, 1970.

d/ Total forage requirement for Elko County's livestock industry based on Statistical Reporting Service, U. S. Department of Agriculture, estimation of cattle, calves, sheep, and lambs on farms and ranches as of January 1, 1976.

e/ Estimation of Animal Unit Month (AUM) value based on average of established commercial grazing rate per AUM for Elko County, 1974. Commercial grazing rate includes both class of animals and forage type. From these combinations and private pasture lease contracts on file in the Elko BLM office, a $6.30 average rate was utilized.

f/ Regional income derived from Bureau of Economic Analysis, Regional Economics Information System, 1970-74, and ratio of livestock products to agricultural sales as reported by the Census of Agriculture 1974. Example: In Elko County (1974) livestock products were 94 percent of all agricultural sales, thus 0.94 x $11,081,000 (total Elko County from income 1974) = $10,416,000.

g/ BLM AUMs from District statistical files.

h/ Quantity of public lands ÷ total production (physical units).

i/ Total regional income ÷ total production (physical units).

j/ Regional industry dependence (%) on public lands x total regional income.

k/ Regional income = column 9 x sector multiplier (in parenthesis) as found in BLM's Social-Economic Data System, 1970, thus, $2,812,320 x 1.373 = $3,861,315.

l/ This column indicates the percentage of total community personal income in Elko County derived from BLM produced forage, thus $3,861,315 ÷ $68,969,000 = 5.60 percent.

m/ Big game hunter days include mule deer and antelope statistics calculated from a five-year average (1970-74). BLM hunter day production based on estimated habitat of deer during hunting season. For big game Elko BLM District personnel estimated a 50 percent figure, thus the number 42,015 as shown in column 5. Source: Nevada Department of Fish and Game, Big Game Investigations and Hunting Season Recommendations 1970-74 (Carson City, Nevada: State Printing Office, 1975).

n/ Value of a hunter day, a fisherman day, and a general outdoor recreation day based on values in U. S. Department of the Interior, Bureau of Land Management Instruction Memo 76-455 (1976). Deer hunter day, $37; upland game bird hunter day, $6; fisherman day, $10; outdoor recreation, $6. Thus, column 1 x value = column 2.

o/ Total expenditures (column 2) multiplied by $0.261 (the estimate of direct personal income derived per dollar expenditure derived from John W. Malone and Stanley G. Detering, "An Inter-industry Analysis of the Elko County, Nevada," Agricultural Experiment Station (University of Nevada, Reno: May 1969).

p/ Upland game includes chukar and Hungarian partridge, sage grouse, blue grouse, quail, and dove. Hunter day statistics based on a five-year average (1970-74). Five-year average utilized to take into account the normal variations found in yearly figures. Sources: Nevada Department of Fish and Game, Upland Game, Migratory Game Birds, Fur Investigations and Hunting Seasons Recommendations (1970-74) (Carson City, Nevada: State Printing Office, 1975). Wildlife Unit Resource Analysis for Elko Resource Area, Wells Resource Area, Elko BLM District files.

q/ Fishing day data obtained from Pat Coffin, Nevada Department of Fish and Game agent, Elko office, 1976.

r/ General outdoor recreation figures derived from: (1) Elko BLM District Unit Resource Analysis (Recreation) to obtained estimated private/BLM figures; (2) U. S. Forest Service, Humboldt National Forest, supervisor's office, Elko to obtain recreation pressure on lands under Forest Service jurisdiction within Elko County; (3) Nevada State Engineer's office, Water-Related Recreation in Nevada, Water for Nevada, Carson City, Nevada, Report No. 7, 1973, to obtain recreation use on city and county parks within Elko County. All data except for the Contact, Currie planning units under BLM jurisdiction updated to 1975 utilizing the average rate of population growth from 1970 to 1975.

INFRASTRUCTURE

Infrastructure is defined as the supporting systems and facilities (utilities, transportation, law enforcement, schools, etc.) that support an area's social and economic structure. These systems serve the local populace, link them together, and provide a large part of their social services.

Tax Base and Public Finance Capability

The revenue base for Elko County (1976) originates from three basic sources:

(1) Federal, 5.5 percent*,

(2) State, 12 percent,

(3) County (ad valcrem), 50 percent, and

(4) Other combined, 32.5 percent.

In conversations with the Elko County recorder-auditor; county manager; and Elko city manager there was a consensus that the county and city at the present time are financially sound with some excess in the tax base and community services (excess is the capability of the tax base to expand--see Table 18 illustrating taxing units, rates, assessed valuation, and total combined unit rate by taxing entity). As Table 18 illustrates this excess capacity is rather area specific in that Wells, Jackpot, and west Wendover are approaching the maximum rate which they can tax. This means less flexibility in being able to respond to rapid change. Carlin has already reached its maximum rate while the City of Elko has more flexibility in this regard. However, Elko City Manager Jack Sutherland expects this cushion to evaporate in a few years. Rapidly rising costs of operation (salaries are 70 percent of the city's budget) vs. expected revenues will be a serious problem. It is hoped that the newly passed convention center complex and proposed airport expansion will bring into Elko much needed revenue. Increased revenue sharing (in-lieu of taxes) is also expected to alleviate some problems. At the present time, it is not known where new federal expenditures will be allocated within the county.

Thus, the overall problem is not in the adequacy of community services countywide (which is deemed able to support normal population expansion to the year 1990), but in the capability of expected revenues to offset increasing costs of maintaining current systems.

In conclusion, it can be said that the county's overall infrastructure has been built to the population requirements of 1990; however, maintenance of the system is beginning to cost more than total revenues bring in. The financial capability to keep abreast of these increasing costs is greater in the City of Elko than anywhere in the county, and rapid change in population,

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*"In lieu of taxes" payments will increase the Federal share to 16 percent.

TABLE 18
LOCAL GOVERNMENT TAXING UNITS ASSESSED VALUATION 1970-76, ELKO COUNTY

Local government taxing unit	Assessed valuation (dollars) Fiscal years						Local government unit rate	Total combined
	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1975-76	1976-77
Elko County	80,450,709	84,420,276	90,813,486	107,715,971	123,149,060	150,977,828	1.0650	3.05
Carlin	2,645,340	2,667,314	2,794,728	2,907,216	3,166,579	3,235,260	1.9450	5.00
Elko	25,019,175	26,125,480	27,318,632	30,446,189	35,549,309	44,150,102	.8810	3.9
Wells	3,136,409	3,235,744	3,643,733	4,100,980	4,373,927	4,406,166	1.7000	4.7
Jackpot town	797,280	831,240	880,913	1,045,567	1,239,387	1,921,053	1.7100	4.7
Montello town	364,633	450,723	420,763	475,589	502,951	508,003	.3783	3.4
Mountain City town	160,790	202,400	245,520	208,480	231,944	253,550	.5048	3.5
Wendover town	-0-	-0-	-0-	-0-	-0-	1,855,215	1.0000	4.0
Elko County schools	80,450,709	84,420,276	90,813,486	107,715,971	123,149,060	150,977,828	1.7400	--

Source:

Nevada Tax Commission, Local Government Red Book; Ad Valorem Tax Rates, Budget Summaries for Nevada Local Governments. Carson City, Nevada: State Printing Office, 1970-76.

other than projected, will probably necessitate aid. (See Tables 19 and 20 depicting revenues from other governments and the Elko County ad valorem tax distributions.)

Although the federal government contributes relatively little in direct revenue to Elko County, its impact is considerable in program assistance. Except for Mineral and Nye Counties where civilian and military programs are great, Elko County receives more program monies than any rural county in Nevada. From 17 federal agencies and departments through approximately 100 diversified programs over $18 million yearly are expended by the federal government in Elko County, considerably more than the county's entire budget.

Transportation and Communication

Roads

Three U. S. highways cross the county: Interstate 80 (U. S. 40) through the central portion following the Humboldt River; U. S. 50 crossing the southeast corner; and U. S. 93 extending in a north-south direction through the eastern portion. There are five state secondary routes running generally in a north-south direction--the quality being good but not matching the U. S. highways.

According to Nevada Department of Highway calculations some 37,500 acres or 60 square miles are contained in the highway systems in Elko County. This is 8,122.965 lineal miles of roadway; 0.9 percent is in city streets and 88.3 percent is in county roads.

With over 8,100 miles of roads, Elko County leads the State in total mileage. Nearly 5,700 miles are primitive or unimproved, requiring little or no maintenance. Approximately 1,700 miles of roads are graded soils and gravels. About 735 miles of surfaced roads are maintained by the county. Nearly all of the surfaced roads are federally aided. Most of the roads in Elko County are in the county rural system (7,170 miles). Only 80 miles are in the urban and municipal street systems. Other roads are in various federal aid systems.

It appears that the Elko County road system will be adequate for the 30-year plan period (Elko General Plan). Routine shoulder widenings will handle most traffic increases in the next ten years. Some alignments will be required after 1980 on certain curves on many routes. No major reconstruction to four-lane widths are foreseen. (See Tables 21 and 22 illustrating primary and secondary highway routes in Elko County and Illustration 3.)

Within the Elko-Wells resource area, U. S. and State secondary highways are the primary means of transportation. From these extend county, BLM, and Forest Service roads. Generally, most BLM roads are well constructed, requiring only general maintenance.

Railroads

Elko County is served by two major transcontinental railroads--the Southern Pacific and the Western Pacific--both traversing the central portion along the course of the Humboldt River.

TABLE 19
REVENUES FROM OTHER GOVERNMENTS FOR ELKO COUNTY

Source		Source	
State of Nevada:		Federal government:	
Gaming table tax	$ 92,000.00	National Forest	$ 1,595.09
Aviation gas tax	7,536.85	Taylor grazing *	54,924.36
Gasoline tax	376,238.66	Federal revenue sharing:	
Cigarette tax	322,548.66	Elko	81,559.00
Liquor tax	57,971.74	Carlin	11,924.00
Distributive school tax	1,977,951.00	Wells	20,565.00
State sales taxes:		County	149,586.00
Schools	672,253.70	Total revenue sharing	263,634.00
County relief tax	366,831.13		
Total	$3,873,331.74	Total	$320,153.45

Sources:

Evelyn Mathis, Nevada Department of Taxation, Carson City, Nevada. Interview by Dave Drew, December 21, 1976.

Darrell Barrens, Nevada Controller's Office, Carson City, Nevada. Interview by Dave Drew, December 27, 1976.

Elko County Recorder-Auditor, "Annual Report of the County Auditor," Elko County, 1975.

* Payment in Lieu of Taxes Act of 1976 authorizes payments to local government to compensate for lack of property tax. The first payment of $450,000 was made to Elko County for the period October 1976 to September 1977.

TABLE 20
ELKO COUNTY ESTIMATED AD VALOREM TAX DISTRIBUTION

Category	1970-71	1971-72	1972-73	1973-74	1974-75	1975-76	1976-77
Schools	$1,641,954	$1,712,505	$1,766,176	$2,057,375	$2,210,526	$2,601,025	$2,627,014
County	834,033	900,089	1,140,436	1,175,504	1,224,964	1,448,670	1,607,914
Total, cities	407,770	377,559	344,667	370,680	412,372	454,626	526,793
Total, towns	1,777	10,742	10,600	13,851	24,907	43,406	54,604
Special districts	-0-	-0-	-0-	-0-	-0-	-0-	-0-
State	201,126	211,051	227,034	269,290	307,873	359,258	377,445
Totals	$3,086,660	$3,211,946	$3,488,913	$3,886,700	$4,180,642	$4,906,985	$5,193,770

Source:

Nevada Tax Commission, Local Government Red Book Ad Valorem Tax Rates and Budget Summaries for Nevada Local Governments, (Carson City, Nevada: State Printing Office, 1970-76).

TABLE 21
FEDERAL AID, PRIMARY HIGHWAY ROUTES, ELKO COUNTY

Highway number	Length Elko County	Functional classification	Communities served
I-80, FAP-001	133.00[a/]	Principal arterial	Carlin Elko Wells Wendover
US-93, FAP-007	141.82	Minor arterial	Jackpot Wells Currie
Alt. US-50, FAP-002	53.18	Minor arterial	Eastline

Source: Nevada Highway Department, Nevada 1975-1995 Statewide Highway Needs Study (Carson City, Nevada: State Printing Office, 1975).

a/ Approximate mileage.

TABLE 22
FEDERAL AID, SECONDARY HIGHWAY ROUTES, ELKO COUNTY

Highway number	Length Elko County	Functional classification	Location served
FAS-571	85.47	Minor arterial	Elko, Mountain City
FAS-572	20.12	Major collector	Elko, Lamoille
FAS-573	39.00	Minor collector	Jack Creek, Deep Creek
FAS-574	12.89	Minor collector	Deeth
FAS-575	10.27	Minor collector	Starr Valley
FAS-576	17.15	Minor collector	Clover Valley
FAS-577	5.04	Minor arterial	Carlin, Palisade
FAS-578[a/]	49.27	Minor collector	Jiggs, Elko
FAS-579[a/]	53.49	Minor collector	Ruby Valley
FAS-580	14.71	Minor collector	Ruby Valley
FAS-581	34.17	Major collector	Montello, Oasis
FAS-582	1.38	Minor collector	Angel Lake, Wells
FAS-583	34.43	Minor collector	Secret Valley
FAS-584	5.18	Minor collector	Carlin
FAS-587	14.58	Minor collector	Jiggs

Source: Nevada Highway Department, Nevada 1975-1995 Statewide Highway Needs Study (Carson City, Nevada: State Printing Office, 1975).

a/ Parts of these highways are unimproved or proposed highways.

Illustration 3

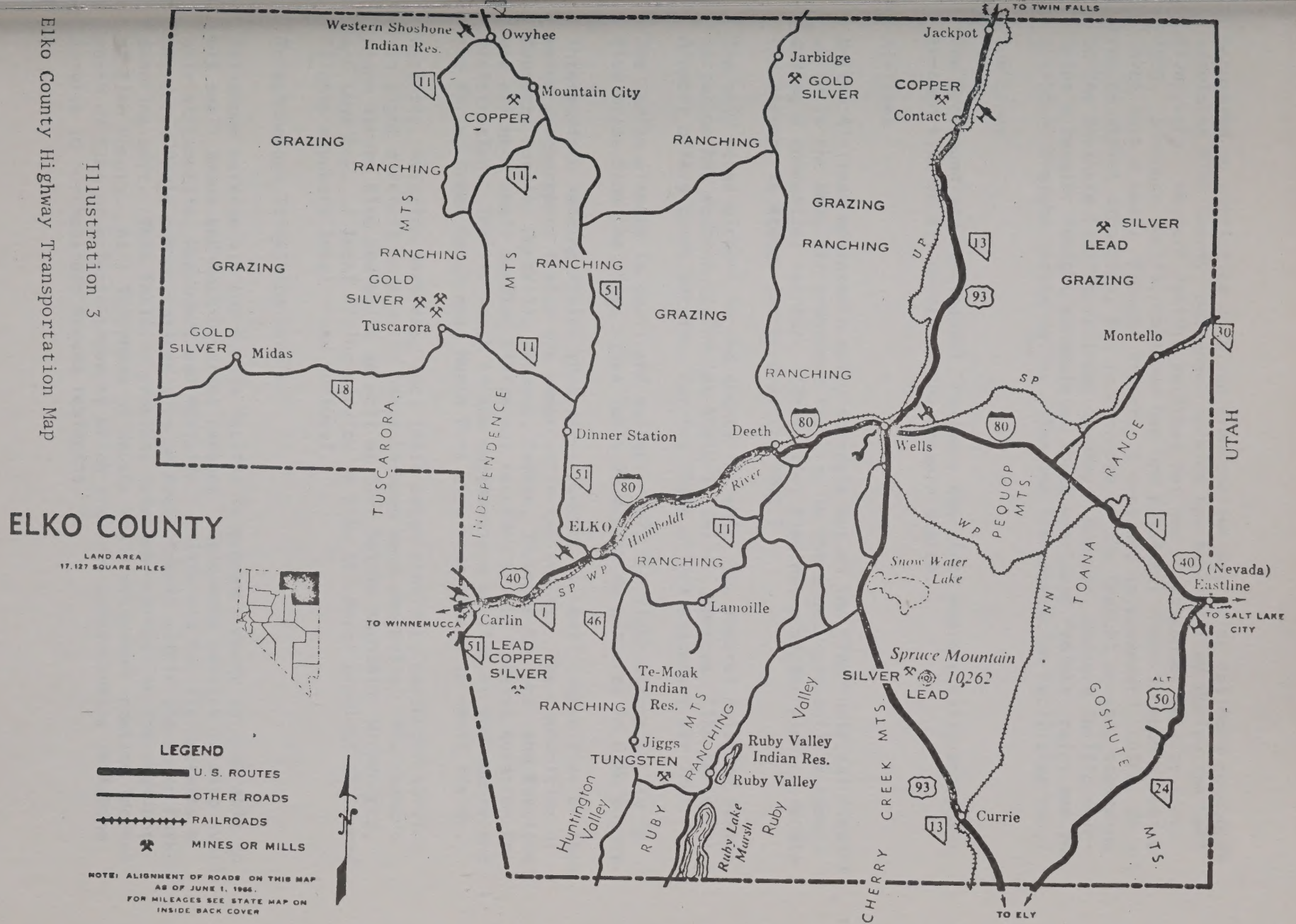


PLATE # 1 -- LOCATION MAP

According to statistics obtained from the two operating railroad companies servicing Elko County, passenger service has been limited during the past five years. Western Pacific railroad has had no passenger service since 1969. Southern Pacific railroad has one passenger train in each direction three days a week. Freight trains, in contrast to passenger trains, do not run on strict schedules, but in response to the freight demand, according to the Southern Pacific railroad company. However, Western Pacific maintains a regular freight schedule of three westbound freight trains and two eastbound freight trains daily. (See the Transportation Facilities Map.)

Bus Lines

The Greyhound and Continental Trailways bus lines operate daily schedules through Elko to all points in the western states.

Airlines

United Airlines operates a daily schedule out of the Elko Municipal Airport which is the only air transport facility in the county presently accommodating a commercial carrier. (Presently, Elko has a master plan to update the airport to accept jet aircraft by 1980.)

The only other airport in the county for which the Federal Aviation Administration has records is Harriet Field in Wells. Whereas, Elko Municipal Airport offers trunk service, Harriet Field offers secondary service.

The Carlin airport is small and suitable only for light aircraft. It is five miles from the city. (See Table 23 depicting airports in Elko County.)

Intermediate landing fields that serve ranches or small communities or that serve as emergency fields are numerous in the county. The communities of Contact, Currie, Montello, Jackpot, Owyhee, Thousand Springs, and Eastline are all near small landing fields not recorded by the Federal Aviation Administration. The I-L ranch in the northwestern portion of the county and the Spring Creek Ranch near North Fork also have access to small fields.

Recently, Aviation Services, Inc. (ASI) began providing passenger service via light aircraft on a daily basis between Reno and Wells. The "bank" plane serves Elko and Wells as well as Ely, Battle Mountain, Winnemucca, and Lovelock. A local flying service in Elko (El Aero) provides chartered flights anywhere local and nonlocal.

Telephone and Television Service

Telephone service via California Pacific Telephone Company is available to all small towns and most District ranches. Telephone service is also available at Lamoille, Wendover, and Montello. California Pacific operates a microwave radio communications site on Adobe Summit within the North Fork planning unit. This facility provides telephone service to the residents of Elko County. Bell Telephone of Nevada has a microwave station located north of Elko on private property which provides cross-country telephone service to northeastern Nevada residents.

Illustration 4

TRANSPORTATION FACILITIES SERVING ELKO, NEVADA

TABLE 23
AIRPORTS IN ELKO COUNTY

Community	Elevation (feet)	Runways (feet)	Services
Elko[a/]	5,135	6,435 paved	Dusk to dawn, lights Fuel available
Wells[a/]	5,763	5,500 paved	Dusk to dawn, lights Fuel available
Montello[a/]	5,052	700 gravel	Unattended
Currie[b/]	5,900	1,500 paved	Unattended
Wendover (U. S. Air Force Auxiliary)[b/]	4,240	9,100 paved	Lights Fuel available
Jackpot[b/]	5,217	5,300 paved	Fuel Lights

a/ Kay Warner, Pacific Coast Aviation Directory (Stanford, California: Pacific Coast Aviation Publishing Co., 1973).

b/ Flight Guide Airport and Frequency Manual, Vol. 1, Western States, Revision 47. (Long Beach, California: Air Guide Publishers, Inc., December 1, 1976.)

NOTE: There are numerous small, private airstrips in Elko County that are available to the public for emergencies only.

Television reception is available with high gain antennas throughout the District. There is a repeater station on Grindstone Mountain near Elko which allows reception of two Reno television stations. Television via cable brings in four stations from Salt Lake City, Utah, including one educational station. There is one radio station (KELK) in Elko.

Newspapers

The Elko Daily Free Press publishes every evening except Sundays and holidays. It has a net paid circulation of approximately 3,500 with a local circulation arcund the trading radius of Elko. It has full leased United Press International News Service and N.E.A. Picture Service.

The Elko Independent is published weekly. The net paid circulation averages over 2,000 during the year. The Wells Progress is published every Friday and serves around 1,200 people.

Fire Control (Public Related)

See Table 25 depicting fire control organizations in the selected communities of Carlin, Elko, Wells, Jackpot, and west Wendover. Except for the city of Elko all the fire departments in the District are volunteer. Responsibility for fire suppression and prevention in the Elko District rests with the Bureau of Land Management. Those areas closer to one District office than another have been designated areas of "initial attack responsibility." (See Illustration 5 showing attack zones and agency responsibility.) The following is a list of fire incidence and history for the Elko District:

Year	Total acres burned	BLM	Other ownership
1967	16,384	13,197	--
1968	3,189	1,638	--
1969	620	429	191
1970	653	132	521
1972	4,008	3,399	609
1973	81,765	43,216	38,549
1975	24,523	15,014	9,509
1976	8,009	6,689	1,320

The only conclusion one draws from these statistics is that fire incidence is highly erratic and subject to many variables which preclude predicting succeeding fire years. This is one reason the BLM District keeps a large fire crew during the summer months. (See Table 25 illustrating Elko District's fire control resources.)

Land Survey Grid

Within the District there are 521,000 unsurveyed acres; however, there is a problem in the existing survey quality. This problem stems from the fact some original survey work was fraudulent. The following is a general summary of cadastral history in the Elko District:

TABLE 24
SELECTED PUBLIC FACILITIES AND COMMUNITY SERVICES

Service	Carlin	Elko	Wells	Jackpot	West Wendover
Police	Local force, four regular officers	Local force, 19 regular officers	Local force, five regular officers	Two resident sheriffs	One resident sheriff, one part-time
Fire Protection	Volunteer	Regular and volunteer, two stations	Volunteer	Volunteer	Volunteer cooperative with Utah
Medical	Nurse practitioner once a week	Hospital, 80-bed Clinic Convalescent home	Clinic Nurse practitioner	None	None
Churches	Six	Thirteen	Six	Church services held in bar	None
Recreation	Park	Golf course Skeet range Rodeo grounds Two city parks Swimming pool Theater	Golf course Swimming pool Theater One city park Two baseball parks	Golf course Park Swimming pool	None
Accommodations	Three motels 30 rooms	24 motels Two hotels 1,200 rooms	Six motels Three seasonal motels One hotel 250 rooms	Two motels	Two hotels
Other facilities	City hall	Museum Shopping center Community college Library	Library City hall	None	None

Source: Telephone interviews with personnel at Elko Chamber of Commerce, Carlin City Hall, and Elko County Court House, by Dave Drew, December 27-30, 1976.

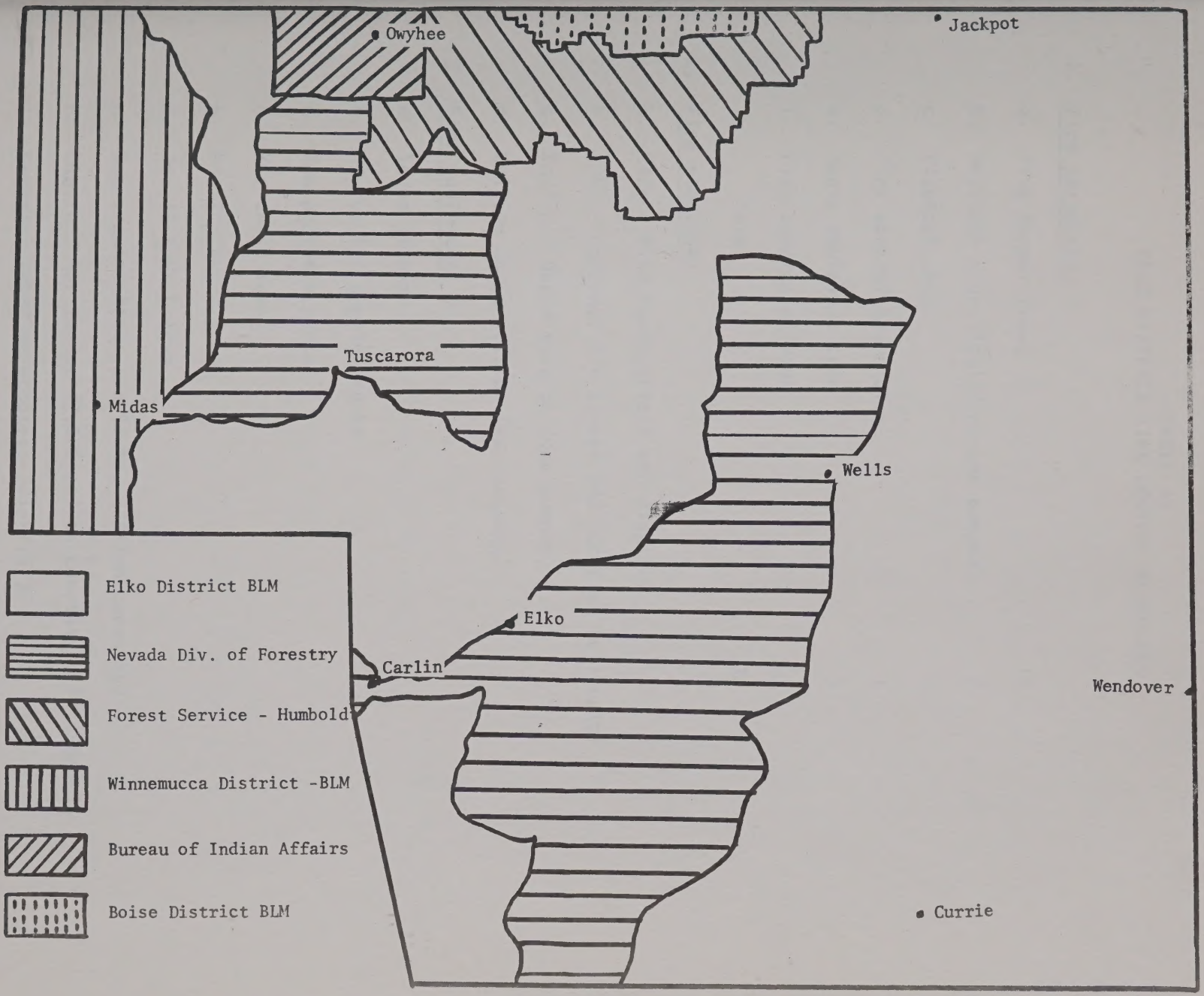


Illustration 4

Fire Control Attack Zones and
Agency Responsibility

Elko County

TABLE 25
ELKO DISTRICT FIRE CONTROL RESOURCES

1. Fire personnel:

a.	Five pumper crews	17
b.	Helitack crew (including one pumper)	7
c.	Dispatch crew	3
d.	Fire control technician	1
e.	Heavy equipment crew	3
f.	Fire control officer	1
	Total	32

2. Fire stations:

a. Elko - Fire headquarters and dispatch

b. Elko - Contract air tanker and contract helicopter

c. Carlin - Guard station (one pumper)

d. Wells - Guard station (two pumpers)

3. Fire equipment:

a. Seven pumpers

b. 1½-ton 4x2 supply trucks

c. Two portable pumps

d. Two chain saws

e. One TD-20-Bulldozer

f. One 12-foot grader

g. One truck tractor and lowboy (20-ton capacity)

h. Contract Air Tanker (2,000-gallon capacity), 7/11-9/8/75

i. Contract 206-B helicopter, 7/1-9/15/75

1868-1878	Good surveys. Corner identification difficult due to weathering and fire.
1878-1890	Period of fraudulent surveys. Corner search should not be attempted until township plats have been compared with topographical maps or aerial photos. Corners may have never been set.
1890-1910	Good surveys. Generally well marked rock or redwood post corners.
1910-present	Brass cap corners.

The BLM's cadastral staff is now resurveying approximately 22 townships within the District and setting brass cap corners. A problem in the District is in the "checkerboard area" where resurveys have overlapped older surveys, thus necessitating an adjustment which can and will affect the size of some sections. In the Currie planning unit approximately 15 townships are being resurveyed. Given the large area of fraudulent surveys, a potential problem exists in relation to disposal actions in that verification of surveys and resurveys are time consuming. See the following cadastral map delineating brass cap, unsurveyed, and contract surveyed areas. The Elko District has an excellent file on cadastral surveys which includes:

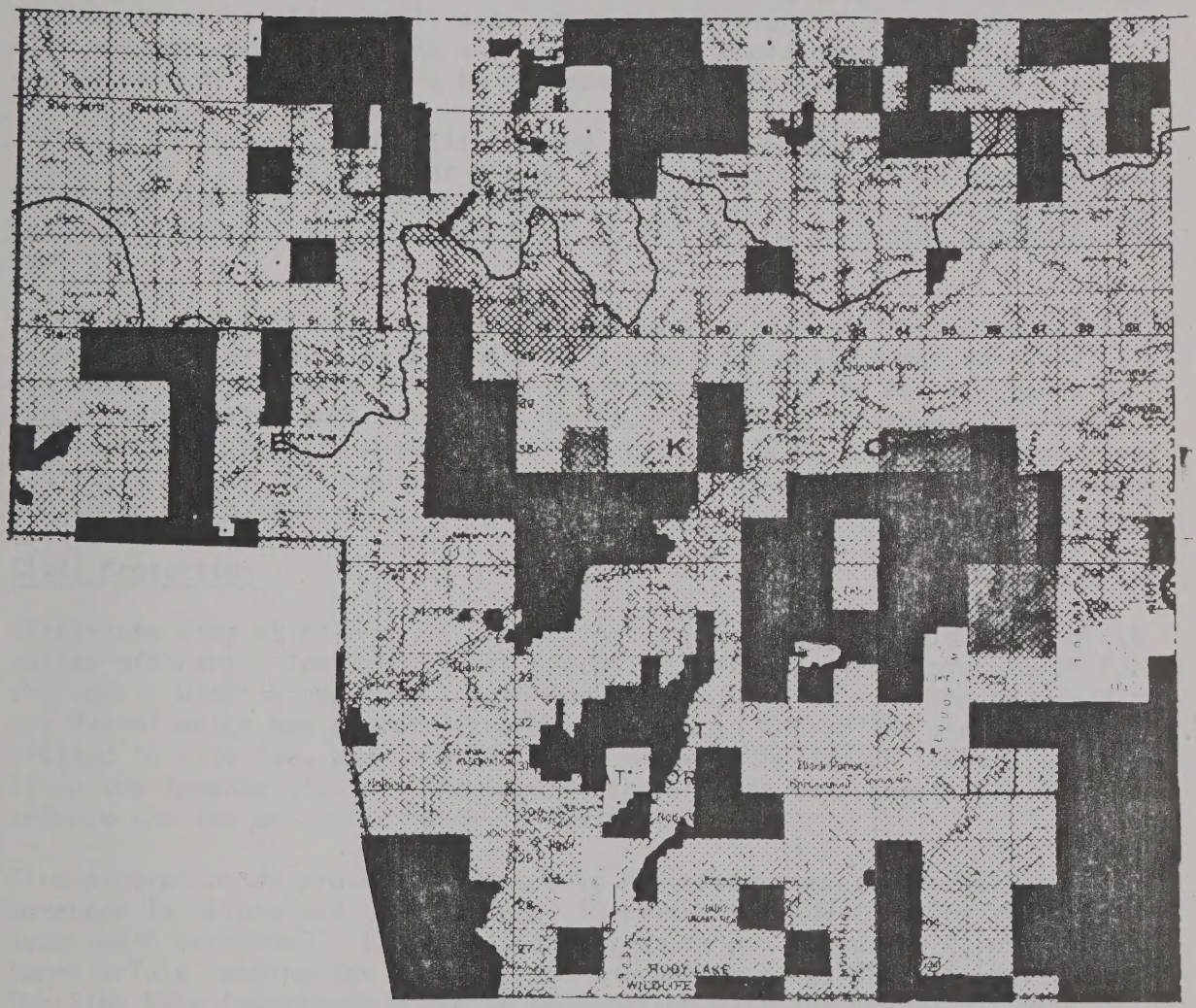
1. Township plats
2. Protraction diagrams of unsurveyed land
3. Mineral surveys
4. Microfilm of field survey notes
5. Corner reports, Form 9180-23, on 6,500 corners
6. Map showing found cadastral corners
7. Map showing brass cap corners
8. Settlemeyer notes (field notes from an 1881 surveyor)
9. Aerial photographs

Major Utilities

Electrical service in the City of Elko is privately owned by the Nevada Power Company. The community of Wells is serviced by Wells Rural Electric (REA), and both cities depend on a radial feed from Idaho Power Company which is the primary supplier of power to Elko County. This line is rated at 138 kv, and it is expected that by 1980 an additional source of power will be needed in order to meet the county's growing electrical needs. Local power company managers (Wells REA - Nevada Power) foresee the need to "tap" a proposed Sierra Pacific Power Company's 345 kv line expected to cross Elko County sometime in 1977-78.

Illustration 6

Cadastral Progress Map



Status as of Jan. 1, 1978

LEGEND

CONTRACT SURVEY

Southwest Gas provides the urban areas of the county with natural gas, and service is available within reasonable distances from main line locations. Within the county there are four Par Gas Companies that provide propane services primarily to rural areas.

The City of Elko's water source is primarily from wells. Peak demand vs. flow is a critical problem during the summer months, and water supply is becoming a problem. Extensive exploration is being undertaken by the City of Elko to offset its supply problems. No new source has yet been located. City manager Jack Sutherland says the problem could become critical, and curtailment of service might be necessary the summer of 1977.

In Wells a reservoir and wells are the primary sources of water. Pumping capacity is 1,700 gallons per minute (gpm) with a peak demand of 2,000 gpm. This water requires boiler treatment. In Carlin, wells and springs are the main water sources. Pumping capacity is 200 gpm, with a peak demand of 360 gpm.

In the City of Elko the sewage treatment plant has a capacity of three million gallons per day. Peak demand is 2.5 million gallons per day (gpd). Upgrading this facility to meet Environmental Protection Agency standards is presently being undertaken. In Wells, the sewage treatment facility serves the entire city with a plant capacity for a 12,500 population. See Tables 26 and 27 for a more definitive look at Elko County's water, sewage, and solid waste facilities and plans.

Civil Protection

Within the City of Elko civil protection is provided by a paid staff of 19 police officers. The Elko County Sheriff's Office provides protection for the county with 12 deputies. Both work in conjunction with the Nevada Highway Patrol which has a district office in Elko. The police are largely limited to city law, and, therefore, do not enforce law on the public lands. Given the immense size of Elko County, the Sheriff Department's ability to enforce the law on public lands is limited.

Fire protection is provided by the Elko Fire Department. Around the clock coverage is maintained with 12 paid, 10 part-time, and 10 volunteer fire department personnel. Two fire stations house one rescue unit, one tanker, three triple combination pumpers, one snorkel, and one 85-foot ladder truck. The Elko Fire Department works in cooperation with the Nevada Division of Forestry which has equipment for fighting range and brush fires. (See Table 24 depicting a community-wide look at selected public facilities and community services.)

Search and Rescue

The Elko County Sheriff's Department has the overall responsibility for search and rescue operations within the county. In this activity they are aided by the Elko County Jeep Search and Rescue Squadron that presently is made up of 45 members. In the Squadron 75 percent of the members own and operate four-wheel drive vehicles; most are Citizen Band (CB) equipped.

TABLE 26
WATER SUPPLY AND WASTE WATER FACILITIES,
SELECTED COMMUNITIES, ELKO COUNTY

Community[a/]	Treatment	Sewage and waste disposal	Future needs
	Domestic Water Supply		
Carlin	Chlorination		Exploration
Elko	None		Exploration
Wells	Chlorination		--
West Wendover	Chlorination		--
Jackpot	None		--
	Sewer and Waste Water Facilities		
Carlin	Oxidation ponds	Community system	None
Elko	Aeration basin, activated sludge	Community system	Feasibility study, upgrade
Wells	Oxidation ponds, floating aerator	Community system	Feasibility study, upgrade
West Wendover	None	Septic tanks	None
Jackpot	Two oxidation ponds	Community system	New design to be implemented within 10 years

a/ All locations listed have a community water supply, and the water quality meets U. S. Public Health standards.

Source:

Jim Williams, State Department of Human Resources, Environmental Protection Division. Interview by Dave Drew, December 23, 1976.

TABLE 27
SOLID WASTE DISPOSAL SITES, ELKO COUNTY

Location	Classification	Land owner	Size (acres)	Estimated life of site (years)	Future needs
Carlin	Class II	City	10	10	New site in 10 years
Elko	Class I	City	160	10	Presently being upgraded to meet Environmental Protection Agency standards
Wells	Class II	City	40	20	Upgrade to Class I
West Wendover	Class III	U. S. Air Force	15	20	New site in 20 years
Jackpot	Class III	Bureau of Land Management	10	10	New site in 10 years
Jarbidge	Class II	U. S. Forest Service	10	10	New site
Lamoille	Class III	County	10	10	New site
Mountain City	Class III	U. S. Forest Service	20	10	New site
Montello	Class III	Southern Pacific Railroad	15	20	New site in 20 years
Ryndon	Class III	Southern Pacific Railroad	80	20	New site in 20 years

Source:

State of Nevada, Bureau of Environmental Health, Solid Waste Management Plan (Carson City, Nevada: 1974), p. 2.

TABLE 28
ELKO COUNTY SCHOOL CAPACITY, ENROLLMENT,
AND TEACHER-STUDENT RATIOS

School	1976 enrollment	Capacity	Teacher-student ratio
o Jr./Sr. High	1,195	2,712	1:16.60
lin combined	317	693	1:13.21
ls combined	444	723	1:14.32
hee combined	404	901	1:13.47
thside Elementary	336	453	1:17.68
thside Elementary	481	598	1:18.5
o Grammar No. 2	421	631	1:16.84
al[a/]	161	433	1:12.4
Total	3,759	7,144	
ional	44,700,000		20.9

There are eight small, rural schools in Elko County that handle kindergarten to eighth grades.

rce: Department of Health, Education, and Welfare, Digest of Educational Statis-s, 1975; Nevada Department of Education, Elko County, Superintendent of Schools.

Thirty percent of the group membership is Emergency Medical Technician (EMT)-trained, and plan additional upgrading of personnel in this skill. The group is presently applying to the Nevada State Civil Defense Office in Carson City in order to obtain necessary first aid equipment. The group coordinates its activities with the local Civil Air Patrol and has one aircraft available to them.

Health Services

There are two hospitals in Elko--Elko General and a convalescent hospital. Elko General provides most of the medical needs within the community and surrounding counties, while Reno and Salt Lake City, Utah, provide specialized care when needed. The convalescent hospital is for recuperation and/or long-term patient care.

Elko General, an 80-bed hospital, is staffed by 13 physicians with emergency room, intensive care, and cardiac units available. Ambulance service is available for transporting patients to and from the hospital. The average occupancy rate is 55 percent. This feature illustrates the hospital's capability to accommodate not only existing use levels but future needs as well. Elko General does not provide an outpatient clinic as the physicians have their own private practices. The doctor-to-population ratio for Elko is 588 people to one physician as compared with one to 608 for the nation and one to 896 for the State of Nevada.

Compared with Nevada, Elko's doctor:population ratio is good. It is close to the governmental goal of one doctor per 560 people. The doctor:population ratio for the Indians who live in Elko, and must go to Owyhee for medical care as provided by the Public Health Service, is one to 900. Elko Clinic, which is staffed by eight physicians, surgeons, and x-ray technologists along with a laboratory, provides the bulk of the day-to-day medical needs of the community. A three-man dental team and clinic and two optometrists and one opthalmologist also serve the area. Wells lists a medical clinic and nurse practitioner, but depends on Elko for much of its medical and dental facilities (see Table 24).

Education

There are five schools and one community college in Elko: four elementary schools; one junior-senior high school; and the Northern Nevada Community College, a two-year institution awarding associate of arts degrees. There are long-range plans (1990) to build a new high school. Within Elko County total school enrollments are approximately 53 percent of maximum capacity thus exhibiting the capability to expand. See Table 28 illustrating capacities vs. enrollment, and student:teacher ratios by school within the county.

Housing

As is generally true throughout rural Nevada, the housing market in Elko County can be considered tight. There are fewer housing starts than are needed by potential home owners and renters. The lack of sufficient housing is made up in part by mobile homes. This form of alternative housing ful-

Photo 8. *View of Wells Medical Center, Wells, Nevada.*

fills two major purposes. First, the need for immediate housing is alleviated, and second, the lower initial cost for occupancy lessens the financial strain on local potential home owners.

Table 29 describes both housing needs and the supply as of 1970.

Photo 9. *View of mobile home park off Bullion Road, Elko, Nevada. Mobile homes provide the majority of all new housing in Elko County.*

TABLE 29
HOUSING NEEDS VS. HOUSING SUPPLY
ELKO COUNTY

Housing needs[a/]	
Existing households	4,555
Units overcrowded (1.01+ persons/room)	485
Normal vacancy	534
Total (not including overcrowded)	5,089
Housing supply (standard)[a/]	
Dwelling units	5,313
Lacking some plumbing facilities	453
Net supply	4,860
Units short	- 229
Mobile homes (1976)	3,100[b/]

a/ U. S. Department of Commerce, Bureau of the Census, Detailed Housing Characteristics, Nevada (Washington, D. C., U. S. Government Printing Office, 1970).

b/ State Planning Coordinator, Department of Economic Development, Elko County, Nevada Data File. Carson City, Nevada. June 1976.

PROBLEMS, TRENDS, AND ISSUES

The intent of this section is twofold: (1) to depict some of those problems, issues, and trends found in the social factors checklist and the resource analysis summary; and (2) to show some of the problems of resource management with the BLM District. Outstanding problems are:

Lands

The checkerboard land pattern has created specific problems in three parts of the BLM District. Speculators have purchased and subdivided the privately-owned checkerboard lands around Montello, northeast and southwest of Elko, and in Cresent Valley. Tracts in these areas have been sold through the mail to out-of-state buyers under low down payment and monthly payment terms. Several thousand tracts have sold thus far. This changes the ownership pattern from a few ranches to many individuals, many of whom do not reside in the county. Access may be complicated if any of these private lands are to be fenced. Exchanges to block lands in some areas for management needs remains a desirable long-range goal, although such a program will become increasingly more difficult. It is expected that with current emphasis on intensive land management, the checkerboard land pattern, with its diversified land ownership patterns, will make effective resource management difficult.

Minerals

Within the past three years oil-gas and geothermal exploration on the public lands within Elko BLM District has increased dramatically. Given the current emphasis on energy development it is expected this trend will continue to accelerate. An issue that is presently causing significant concern to the mining industry within the District is proposed changes to the existing system of mining of public lands. If the proposed mining regulations, as now promulgated, are instituted then it can be expected that the minerals workload within the District will expand significantly.

Range

As was seen in the resource industry summary the dependency of the livestock industry on public lands within the District is substantial. The necessary use of the public lands is vital to the preservation of this industry. Therefore, any changes in the present rules and regulations concerning the use of the range has caused concern among area ranchers. Primary concern is focused on the allocation of forage among competing uses. It has been determined that existing range surveys are inadequate for forage allocations. New surveys are being completed, and forage allocation decisions will be made within the context of the planning system. Any reductions in livestock use are seen as a direct threat to continued existence, both economically and in lifestyle.

Some outstanding problems from a resource management viewpoint as regards effective range management are the following:

Trespass Control

There is a significant history of grazing trespass in the BLM District. In 1974 alone it is estimated at least 5,000 Animal Unit Months (AUMs) were used in trespass. Lack of sufficient manpower over such a large area has contributed to insufficient trespass detection. Until 1974, when a commercial grazing rate was established, it was economical to gamble on trespass detection. As management plans are developed, as closer contact is made with users, and as there is more intensive supervision of programs, it is assumed trespass problems will be reduced.

Change in Class of Livestock

An increasing trend and problem District-wide is the transition of livestock operations from sheep to cattle. Over the last 30 years, total licensed sheep AUMs have been reduced by 80 percent. The problem related to this trend is the requirement of additional fencing and water development to implement grazing systems. These facilitating jobs, without proper planning, can be detrimental to range ecosystems as well as create conflicts with other program objectives, including recreation, wildlife, fisheries, and wild horses. In some areas the District is reaching a point where forage species composition will not allow further conversions from sheep to cattle. Specific areas of concern are in the Currie planning unit of the Wells resource area.

Other Range-Related Problems

Other range-related problems include wild horse numbers greater than private claims, especially in the Wells resource area; livestock distribution; early "turn-out" by operators; cow-calf operations trending toward cow-yearling operations; operator ignorance of grazing regulations or lack of recognition of BLM as a grazing-regulation agency; increasing problems of non-use; active and suspended non-use becoming critical. (Greater detail on these subjects will be in respective planning area analysis (PAAs) publications.

Wildlife

The resource analysis summary documents the fact that pressure on public lands within the District for big game and upland game hunting is intense. The ability of the public lands to produce continued opportunities to engage in this activity has caused considerable controversy among livestock industry people and wildlife interests. Community leaders are interested in this problem because of substantial revenues derived during the deer season.

The major wildlife problem with the present livestock grazing use is lack of livestock grazing keyed to wildlife habitat production and protection. Wildlife species, such as furbearers, song birds, waterfowl, shore birds, and amphibians, directly depend upon riparian habitat for their existence. Within the District destruction of this habitat frequently occurs. Wildlife species such as mule deer, upland game, and others depend upon these areas

during part of the year. Livestock use, which is not keyed to the benefit of these wildlife species, is presently destroying wildlife species habitat. Virtually all livestock grazing along perennial streams destroys riparian habitat for fisheries by both trampling the banks and removing vegetative cover. Stream stability is required for fisheries protection and production.

Past District programs such as weed control projects (halogeton), the Beowawe project, and the fire rehabilitation project as the result of the 1964 fire have indirectly been the cause of much habitat destruction within the District. These programs alone transformed nearly 500,000 acres of native range into crested wheatgrass fields.

Photo 10. *Example of riparian habitat destruction along Winters Creek, Tuscarora planning unit.*

Today, the problem of balancing effective livestock production on public lands while maintaining the production and protection of wildlife habitat is one of the most critical problems facing resource management personnel and public land users alike.

Community Housing and Domestic Water Supply

The demand for housing and its availability is of critical concern within Elko County. This problem can lead to social and economic difficulties in the ability to absorb the impact of rapid growth and in-mitigation. Domestic water supply shortages in Elko have led to extensive exploration within the city limits for potable water, and no satisfactory answer has yet been found.

BUREAU RELATIONSHIPS WITH PLANNING AND LAND-USE CONTROL GROUPS; ACTION, STUDY, AND INTEREST GROUPS; AND KEY INDIVIDUALS

Analysis of Relationships

Nevada State Legislation Affecting National Resource Lands

AB-466 - Establishes a State multiple-use advisory board and separates conservation and natural resources.

SCR 35 - Establishes a committee to study federal public land use in order to provide benefits to Nevada citizens.

AR 333 - Requires branding and marking of livestock on open range.

SB 130 - Designates regional planning districts in the State.

404.435 - Establishes framework for cooperative road projects with federal agencies.

NRS 572-050 - Pertains to plant removal on public lands--requires permit before any removal.

Coordination with Official Planning and Land-Use Control Groups

U. S. Geological Survey (USGS). USGS shares the responsibilities with BLM for administering mineral leases. They also conduct regional surveys and minerals inventories on national resource lands. They provide topographic and other photo maps.

U. S. Department of Agriculture, Forest Service. Part of the Humboldt National Forest is contained within the Elko BLM District in Elko County, and the forest supervisor's headquarters are located in the City of Elko. BLM and Forest Service grazing programs are coordinated, and grazing areas have been exchanged for better administration. Fire protection roads and water and range developments are covered by formal agreements, e.g., water developments and fencing of boundary lines in the O'Neil Basin area.

U. S. Department of Agriculture, Soil Conservation Service (SCS). The SCS provides soils information and coordinates ranch management plans with BLM allotment management plans. For example, the SCS is providing and has provided soils inventory information on the Tuscarora, Buckhorn, and North Fork planning units.

U. S. Army Corps of Engineers. The Corps proposes construction of three upstream water storage reservoirs: (1) Devils Gate Reservoir on the North Fork of the Humboldt River which lies on the boundary of the Contact and North Fork planning units, (2) Hylton Reservoir on the South Fork of the Humboldt River in the Buckhorn planning unit, and (3) Vista Reservoir on the Marys River in the Contact planning unit. The Corps has released a "draft" environmental statement on the proposal and has created considerable controversy among the District livestock operators.

U. S. Department of the Interior, Fish and Wildlife Service. By agreement, this agency performs BLM authorized predator control on national resource lands.

Nevada Department of Fish and Game (NDF&G). The NDF&G and BLM are cooperators in implementing habitat management plans and in providing an estimate of "reasonable" wildlife numbers for all stages of BLM planning efforts.

Nevada Department of Conservation and Natural Resources. This State department includes the State Division of Water Resources, the Division of State Parks, the State Division of Forestry, and the State Land Use Planning Agency. These agencies relate to Bureau programs through water use regulations, state recreation planning, public land classifications, woodland disposals, statewide land use planning and cooperation in fire suppression. The state forester enforces State laws concerning Christmas trees in cooperation with the Bureau. Also, the Bureau cooperates with the State Division of Parks with requested disposals and protective classifications. State park and Elko District personnel conducted a tour of the District in the summer of 1975 in order to determine the feasibility of establishing a new state park. The areas under consideration were: (1) the Granite Range in the Contact planning unit, (2) the Badlands area along the North Fork of the Salmon River in the Contact planning unit, (3) the Goshute Mountains in the Currie planning unit, (4) the existing BLM campground at the Ruby Marshes in the Currie planning unit, and (5) the existing BLM campground at Wild Horse Reservoir in the North Fork planning unit. State Park personnel were interested in acquiring the Wild Horse area from BLM, BIA, and private land owners; however, the area is presently the subject of considerable controversy and no decision has been reached.

Office of State Planning Coordinator. The Office of State Planning Coordinator is responsible for coordination of planning and programming activities between BLM and the state. A memorandum of understanding between the Governor of Nevada and the State Director was signed July 1973 to insure coordination of planning activities. This office also maintains the State Clearinghouse which is responsible for State review of environmental assessments and impact statements.

County Government. The Elko County government is responsible to its residents and to the State for planning and zoning of lands within the county. Thus, Bureau disposal programs directly affect county government. Also, county planning and zoning directly affects Bureau operations. Bureau employees generally work with county planning boards and commissioners when planning Bureau programs. Table 30 depicts the various planning groups within Elko County and the status (May 1976) of land use planning, zoning, and other programs and projects.

See Illustration 8 for interagency areas of responsibility.

Table 30

Status of Local and County Planning Entities
of May 1976

ELKO COUNTY PLANNING COMMISSION

(Year Established: 1965)

Planning Area: Elko County (Unincorporated areas)

Address: Elko County Courthouse, Elko, Nevada 89801

Phone Number: 738-5398

Chairman:	Clarence Jones	1-77
Other Members:	Frank Aquirre	1-80
	Ron Wetzel	1-80
	Page Blackstock	1-78
	Dirk Agee	1-78
	Dave Secrist	1-79
	Vernon Dalton	1-78

Advisory: Robert Babb, Director of Engineering Services
Robert C. Manley, District Atrorney

Commission Meets: 4th Wednesday of every month, Courthouse, 7:30 p.m.

Planning Contact: George Boucher, County Manager

Planning Budget 1975-76 (Including Federal Funds) $7,000

Programs and Projects

Completed: Zoning Ordinance (1975), Subdivision Ordinance (1974), Master Plan (1971), Capital Improvement Program (1971), Department of Engineering Services Ordinance (1974). Recreation and Master Plan for Unincorporated Town of West Wendover

In Process: Amendment of Subdivision, Zoning and Land Use Ordinances

CITY OF ELKO PLANNING ADVISORY COMMISSION

(Year Established: 1961)

Planning Area: City of Elko

Address: 1751 College Avenue, Elko, Nevada 89801

Phone Number: 738-5176

Chairman:	John Tewell	6-80
Vice-Chairman:		
Secretary:	Jerry Warren	6-80
Other Members:	Max Wignall	6-80
	John McCarthy	6-77
	Edwin R. Jensen	6-77
	John H. Martin, Jr.	6-78
	Frank Coleman	6-77

Ex-Officio Members: D. George Corner, Mayor
Jack Hull, City Attorney
Charles C. Armuth
Director of Public Works

Commission Meets: First Tuesday of each month, 7:45 p.m.

Planning Contact: Jack Sutherland, City Manager

Planning Budget 1976-77 (Including Federal Funds) $3,750

Programs and Projects

Completed: General Plan (1965), Central Business Study (1966), Subdivision Ordinance (1971), Mobile Home and Recreational Vehicle Ordinance (1971).

In Process: Comprehensive Plan, Zoning Ordinance

Planned: Completion of Comprehensive Plan, Zoning Ordinance

Table 30 (continued)

CITY OF CARLIN PLANNING COMMISSION

(Year Established: 1968)

Planning Area: City of Carlin

Address: P.O. Box 737, Carlin, Nevada 89822

Phone Number: 754-6354 (City Clerk)

Chairman:	Lawrence Gunnels	7-80
Secretary:	Velma Gordon	7-79
Other Members:	Betty Gates	7-78
	LaHoma Privitt	7-79
	Marion Redmond	7-77

Commission Meets: 2nd Monday each month, 7:00 p.m., City Hall

Planning Contact: Wanda Borden, Mayor (754-6566)

Planning Budget 1975-76 (Including Federal Funds): $ 0

Programs and Projects

Completed: Master Plan (1971), Zoning Ordinance (1971)
Subdivision Ordinance (1971)
Official City Map (1973)

Table 30 (continued)

CITY OF WELLS BOARD OF COUNCILMEN (PERFORMS PLANNING FUNCTION)

(Year Established: 1927)

Planning Area: City of Wells

Address: P.O. Box 336, Wells, Nevada 89835

Phone Number: 752-3355

Mayor:	Joe Quilici	6-79
Asst. Mayor:	Catherine Igoa	6-79
Other Members:	George Harris	3-77
	James W. Rackley	3-77
	Kenneth L. Taylor	3-77

Council Meets: 7:00 p.m., 2nd and 4th Tuesday each month in City Hall.

Planning Contact: Carrie V. Fitch, City Clerk

Planning Budget 1975-76 (Including Federal Funds) $ 0

Programs and Projects

Completed: Comprehensive Plan, Capital Improvement Program, Subdivision Ordinance, Zoning (Land Use) Ordinance.

BLM Library
Denver Federal Center
Bldg. 85, OC-521
P.O. Box 25047
Denver, CO 80225

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

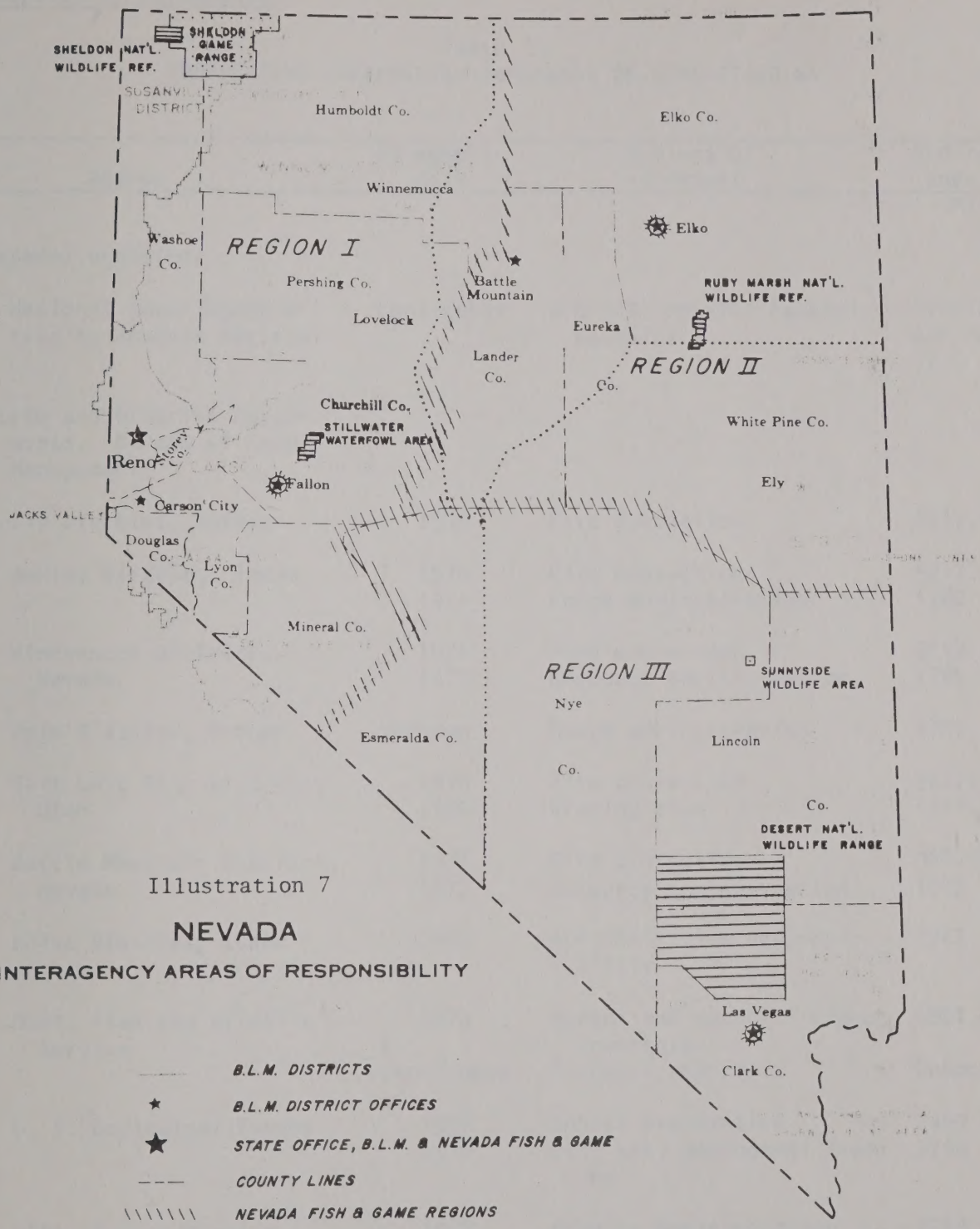


Illustration 7

NEVADA

INTERAGENCY AREAS OF RESPONSIBILITY

B.L.M. DISTRICTS

B.L.M. DISTRICT OFFICES

STATE OFFICE, B.L.M. & NEVADA FISH & GAME

COUNTY LINES

NEVADA FISH & GAME REGIONS

NEVADA DEPARTMENT OF FISH & GAME REGIONAL OFFICES

WILDLIFE REFUGE (BSF & W)

GAME RANGE (BSF & W and B.L.M.)

B.L.M. LANDS WITH SPECIAL LAND CLASSIFICATION FOR WILDLIFE HABITAT

B.S.F. & W. DIVISION OF WILDLIFE SERVICES SUPERVISORY DISTRICT BOUNDARIES

GPO 791-385

Cooperative Agreements

TABLE 31
COOPERATIVE AGREEMENTS--MEMORANDA OF UNDERSTANDING

Agency	Agreement date	Subject of agreement	BLM reference No. (M18)
Federal agencies:			
National Level Cooperative Agreements Register	Continuous	Cooperation USDI Federal agencies	1786(230) & BLM Manual 7110
State and District Agreements. Bureau of Land Management:			
Ely District, Nevada	1976	Fire protection	9217.1
Burley District, Idaho	1976	Fire protection	9217.1
	1971	Range administration	1782
Winnemucca District, Nevada	1976	Fire protection	9217.1
	1977	Resource administration	1782
Vale District, Oregon	Unknown	Range administration	1782
Salt Lake City District, Utah	1976	Fire protection	9217.1
	1972	Grazing plan	4111.3
Battle Mountain District, Nevada	1976	Fire protection	9217.1
	1977	Resource administration	1782
Boise District, Idaho	1969	Administrative responsibility	1782
USDI, Fish and Wildlife Service	1973	Raptor and sandhill crane inventory	6522.11
	Continuous	Predator control	Unknown
U. S. Geological Survey	1975	EAR/ES preparation	3200
	1974	Oil, gas, geothermal leasing	3200
USDA, Forest Service	1967	Grazing administration	7263
	1971	Road agreements	7263
	1976	Fire protection	9217.1
	1976	Air operations	9217.1
	1973	Wild horses	4710
	1961	Insect/disease surveys	7263

TABLE 31--Continued

USDA, Soil Conservation Service	1971	Snow surveys	1782
	1971	AMP planning	1782
	1975	Soils inventory	7160
	1976	Soils inventory	1510
USDI, Bureau of Indian Affairs	1976	Fire protection	9217.1
	1960	Grazing administration	1782
State of Nevada:			
Department of Agriculture	1973 (Cancelled by IM-NSO 76-198)	Wild horses	4710
Nevada Highway Department	1975	Material sites	2015
	1974	Disturbed area restoration	2015
	1973	Sign abatement program	2015
	1973	Coordinating interrelated work areas	2015
	1972	Right-of-way grants	2015
	1972	Right-of-way abandoments and relinquishments	2015
	1970	Fencing of State highway	2015
	1952	Wendover view site	1780
State Planning Coordinator	1973	Planning coordination	2015
Nevada Division of Forestry	1976	Fire protection	9217.1
Department of Fish and Game, Nevada and Idaho	1974	Operational maintenance of "Henry Jones Fish Facility"	6760
	1967	Vegetal control	7265
	1967	Planning, surveys, habitat improvements, game introductions	7265
University of Nevada Agricultural Experiment Station	1961	Experimental field station (Knoll Creek Station)	1782
Soil Conservation Districts	1971	Coordination of AMP developments with SCDs	7263
County Government:			
Elko County	1970	Advertising signs relocation and removal	2921
Elko County	Continuous	Roads	9110
Elko County	1968	Emergency preparedness	1170
Elko County	Continuous	Planning	Unknown

TABLE 31--Continued

City Government:			
City of Elko	1967	Elko watershed P.L. 566	7261.1
City of Elko	1976	Air operations (fire) (water payments)	9217.1
Private/Local:			
Boy Scouts of America	1975	Cooperation	1726
Big Springs Ranch	1976	Christmas tree-post cutting	5400
Southern Pacific Land Company	1976	Christmas tree-post cutting	5400
Mesquite Land Co.	1976	Christmas tree-post cutting	5400

Private Groups

TABLE 32
PRIVATE GROUPS HAVING INTEREST IN THE ELKO DISTRICT

Group	Interest
Sierra Club	Conservation, land use, planning, and classification
Northeastern Nevada Historical Society	Historical/archaeology
Northeastern Nevada Museum, Elko	Historical/archaeology
National Wool Grower's Association	Range
Public Lands Council of NSCA	Range
Western Range Service	Range
Nevada State Cattlemen's Association	Livestock/range
Elko County Farm Bureau	Livestock/range
Nevada Mining Association	Mining
Northeastern Nevada Miners and Prospectors Association	Mining
Nevada Resource Action Council	Planning coordination
Sierra Pacific Power Company	Rights-of way
Lahonton Audubon Society	Conservation
Nevada Wildlife Federation, Inc.	Wildlife
Wells Rod and Gun Club	Recreation
Salmon River Sportsmen's Club	Recreation
Elko County Sportsmen's Association	Recreation
Nevada Off-Road Vehicle Association	ORV
Elko Sno-goers	Recreation
Jim's Enterprises, Inc.	ORV
Southern Pacific Land Company	Range and land consolidation
Nevada Outdoor Recreation Association	Conservation
Gene's Rock and Gem	Collecting

TABLE 32--Continued

Wild Horse Organized Assistance	Wild horses
4-Way Horse Endurance Club	Recreation
Elko Archery Club	Recreation
Nevada Organization for Wildlife	Conservation
Canyon County Gear Jammers	ORV
California Federation of Mineralogical Societies, Inc.	Collecting
Cactus Pete's, Inc.	ORV
Boy Scouts of America	Recreation, conservation
Society for Range Management	Range management
Sports Riders Association	Recreation
Wildlife Society	Environmental conservation
Sport Riders Association	Recreation
Knight's Motorcycle Club	ORV
Magic Valley Trail Machine Association	ORV
Nevada Off-Road Runners	ORV
American Fisheries Society, California-Nevada Chapter	Recreation
Elko Chamber of Commerce	Planning information
League of Women Voters	Planning
Elko Photographic Society	Recreation
Audubon Society	Conservation
Nevada State Horsemen's Association	Recreation
California Association of 4-Wheel Drive Clubs, Inc.	ORV
Nevada Off-Road Vehicle Association	ORV

TABLE 33
PRIVATE INDIVIDUALS HAVING INTEREST IN THE ELKO DISTRICT

Name	Organization/interest
Roy Young	Former Elko District Advisory Board Chairman Chairman Nevada State Board (N-1) Former member Nevada State Multiple-use Board (BLM) Chairman Central Committee of Nevada State Grazing Board Former member National Advisory Board (BLM) Chairman of National Advisory Board for Horses and Burros Former Chairman Elko County Fair and Recreation Board Former Nevada State assemblyman (Elko)
Dean Rhodes	Member American National Cattlemen's Association Vice President of Public Lands Council of ANCA Member National Advisory Board (BLM) Director Nevada Cattlemen's Association President Nevada Public Lands Committee (NCA) Member Nevada State Multiple-use Board (BLM) Former member Elko County Fair and Recreation Board Chairman Elko City-County Advisory Board
Stanley Ellison	Former Elko District Advisory Board member Former member Nevada State Board (BLM) Member Nevada State Multiple-use Board (BLM) Multi-District permittee (N-1, N-3, N-6) Member Humboldt National Forest Grazing Advisory Board
Deloyd Satterwaithe	Vice President National Woolgrower's Association
Loyd Sorenson	Former Elko District Advisory Board member Former member Nevada State Board (N-1) Former member Nevada State Multiple-use Board (BLM) Former National Advisory Board member (BLM) Member Humboldt National Forest Grazing Advisory Board
Bob Wright	President Nevada Cattlemen's Association Former President Nevada Land Action Association Former Elko District Advisory Board member
Dirk Agee	Member Elko County Planning Commission Director Nevada Cattlemen's Association
Elias Goicoechea	Former President Nevada Woolgrower's Association
John Carpenter	Director Federal Land Bank Association Chairman Elko County Commissioners Former Elko District Advisory Board member Multi-District/Interstate permittee (N-1, N-3) Filmore District, Utah (N-4, N-6) Member Humboldt National Forest Grazing Advisory Board

TABLE 33--Continued

Tom Flinders	President Elko County Farm Bureau
Jeff Dahl	President Nevada State Farm Bureau
Fred Zaga	Chairman Elko County Association of Conservation Districts Vice President Nevada Association of Soil Conservation Districts Member Governor's State Mutliple-use Advisory Committee on Federal Lands Member of State Conservation Commission
Mel Steninger	Editor, Elko Daily Free Press Opinion maker--Theme: Anti-government
Red Ellis	Property owner within and outside City of Elko; owner of Commercial Hotel Influential in controlling location of growth within city limits of Elko
Dan Bilbao	Owner of Stockmen's Motel Motivator of railroad track relocation in City of Elko
Jack Hull	Member of largest and most influential law firm in Elko; livestock industry interests bulk of case work
Al Huber	Casino and property owner in Jackpot, Nevada Motivator of Jackpot's growth
Mark Chilton	Engineering firm owner; property owner Involved in development plans for Wendover, Nevada Elko County surveyor
Warren L. Monroe	Former Nevada State senator from Elko Editorial writer for the Elko Independent weekly

DISTRICT ORGANIZATION ANALYSIS

Management History

The Elko Grazing District No. 1 (2701) was established by secretarial order April 8, 1935 (98982TJ). The only modification to the original order has been elimination from Nevada District No. 1 and addition to Idaho District No. 1 by order dated February 7, 1955, of the Diamond A Unit lands north of Jarbidge along the Nevada-Idaho state line.

Through an administrative agreement between the Elko and Winnemucca Districts, with concurrence by both advisory boards in 1968, Elko District administers lands in Humboldt County northwest of Battle Mountain. Winnemucca District administers lands in Elko County north of Midas.

There is a memorandum of understanding for management of the "Nevada Strip," formerly identified as the Diamond A administrative unit in Elko County, dated June 16, 1969, between the State Directors of Nevada and Idaho. The Elko District takes all actions relating to locatable minerals under the general mining laws and leasable minerals under the mineral leasing acts, except the exercise of surface control as provided for under 43 Code of Federal Regulations 23.

The Boise District is responsible for all wildlife activities with coordination with the Nevada Fish and Game Department and the Elko District on problems, plans, and work programs. The Boise District coordinates recreation with the Elko BLM District relative to inventories, problems, plans, and impacts of other work programs. Elko District is responsible for the mineral inventory portion of the Unit Resource Analysis (URA).

Major Past Management Programs

In chronological order the following sequence of events illustrates Bureau, as well as District, program thrusts.

The 1934-1946 Period--Taylor Act to Establishment of Bureau of Land Management

Historical. This 12 year period was devoted to organizing the U. S. Grazing Service, to establishing grazing districts (N-1, April 8, 1935), to election of advisory boards, and to development of regulations known as the Federal Range Code (Grazing Regulations for the Public Lands). It was during this period that the Elko District was organized into "range administative units" which were primarily based on historical or customary areas of grazing already established prior to 1930. From 1938 to 1940 a comprehensive range survey was undertaken and was the basis for adjudication of grazing use within the district.

Impact on Present Programs. In that program development in this early era was primarily organizational in nature, it was range conditions prior to 1934 that impact us today. Although the Taylor Act was implemented in an effort to arrest deteriorating range conditions, which in Elko County had been on a downhill slide since the disastrous winter of 1889-90 when 85 per-

Management History

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Through an administrative agreement between the Elko and Winnemucca Districts, with concurrence by both advisory boards in 1970, Elko District administers lands in Humboldt County northeast of Battle Mountain. Winnemucca District administers lands in Elko County north of Midas.

There is a memorandum of understanding for management of the "Owyhee Strip," formerly identified as the Diamond A administrative unit in Elko County, dated June 16, 1965, between the State Directors of Nevada and Idaho. The Elko District takes all actions relating to locatable minerals under the general mining laws and leasable minerals under the mineral leasing acts, except the exercise of surface control as provided for under 43 Code of Federal Regulations 23.

The Bolse District is responsible for all wildlife activities with coordination with the Nevada Fish and Game Department and the Elko District on problems, plans, and work programs. The Bolse District coordinates recreation with the Elko DDR District relative to inventories, problems, plans, and impacts of other work programs. Elko District is responsible for the mineral inventory portion of the Owyhee Resource Analysis (ORA).

Major Past Management Programs

In chronological order the following sequence of events illustrates Bureau, as well as District, program emphasis.

The 1934-1946 Period--Taylor Act is established of Bureau of Land Management

Historical. This 12 year period was devoted to organizing the U.S. Grazing Service, to establishing grazing districts (Elko, April 8, 1935), to election of advisory boards, and to development of regulations known as the Federal Range Code (Grazing Regulations for the Public Lands). It was during this period that the Elko district was organized into "range administrative units" which were primarily based on historical or customary areas of grazing already established prior to 1934. From 1936 to 1940 a comprehensive range survey was undertaken and was the basis for adjudication of grazing use within the district.

Impact on Present Programs. In that private development in this area was primarily ornamental in nature, it was range conditions prior to 1934 that impact us today. Although the Taylor Act was implemented in an effort to arrest deteriorating range conditions, which in Elko County had been on a downhill slide since the disastrous winter of 1889-90 when 85 per-

cent of all livestock were lost, the immediate effect of the Taylor Act was to institutionalize the areas of historical grazing use into range administrative units that were already badly overstocked (as were home ranches). Although substantial reductions in use took place as a result of the 1938-40 range survey, the effect of customary grazing practices, together with the questionable validity of the survey, failed from the beginning to bring livestock grazing in line with the land's grazing capacity.

The 1946-1965 Period--Establishment of BLM to enactment of the Classification and Multiple-Use Act of 1964

Historical. During this period the Bureau started an inventory and adjustment cycle. Forage inventories were initiated to determine the estimated grazing capacity of the public lands. Concurrently, feed production surveys were conducted on ranch properties dependent on Federal range use to determine base property qualifications. The reconciliation of base property qualifications (Class I demand) with the forage production of the public lands was known as the Range Adjudication Program. Usually the class I demand of the range users exceeded the estimated grazing capacity of the Federal Range.

Within the Elko District grazing adjudication by agreement was the accepted method of accomplishing adjudication. Negotiated agreements (between BLM and range users, with advisory board approval) carried the promise of future land treatment and range improvement jobs. These promises, some of which were fulfilled while others were not, created numerous conflicts between the range user and BLM personnel.

Adjudications as a whole leading to a reduction in authorized use, coupled with false promises resulting from negotiated agreements, resulted in attitudes of distrust between the range user and BLM. In order to alleviate some of these adjudication problems and to halt the continuing deterioration of the range forage resource the Bureau began to introduce land treatments on a "project" scale. In the late 1950's large scale treatment began in the Elko District.

Many of these projects were overlapping between Districts. One of the largest in Nevada was the "Beowawe project" which covered portions of the Battle Mountain, Elko, Ely, and Winnemucca BLM Districts. Weed control programs such as the halogeton project converted even more acres into crested wheatgrass. The apex of this treatment era in the District occurred as the result of a rehabilitation program begun after an extensive 1964 range fire. As a result of the Beowawe project, the halogeton control project, the watershed rehabilitation project, and the 1964 burn rehabilitation, the Elko District converted nearly 500,000 acres to crested wheat, the largest such acreage in the State of Nevada.

Forage resource deterioration also prompted Bureau-wide watershed concerns. Community watershed plans were developed in the mid-1950's to identify problems and range conditions requiring range improvement projects and to identify specific areas of need. In the Elko District a late start in this direction, prompted by the 1964 fire rehabilitation, culminated in the development of 26 large-scale detention dams built in 1964-65. Subsequent

failure of these dams pointed up the problems of poor hydrographic planning. Concurrent statewide studies such as the Nevada watershed study began in 1964. The latter is an ongoing program although it began as a short-run program.

Continuing range forage depletion within the District prompted an updated resurvey in 1965-66 which encompassed nearly all of today's Tuscarora planning unit. As a result of this resurvey reductions in authorized use were to take place in the following amounts:

Tuscarora administrative unit	54 percent
Taylor administrative unit	48 percent
Stampede administrative unit	30 percent
Eagle Rock administrative unit	62 percent
Lone Mountain administrative unit	45 percent

Actual reductions were based on a three year timetable, however, the third round of reductions never occurred. In the old Ruby administrative unit (today part of the Currie planning unit) a 65 percent reduction in use took place. This reduction was partially restored three years later as the result of an implemented Allotment Management Plan (AMP) involving crested wheatgrass seedings.

During the last years of this era Bureau-initiated land use planning was beginning to be felt. Within the Elko District in 1963-64 the Master-Unit Planning delineated the District into six specific planning areas:

Jackpot master unit

Gamble master unit

Spruce master unit

South Fork master unit

North Fork master unit

Blitzen master unit

These master units were further divided into "program" areas in which specific land-use actions and/or adjustments were to take place. However, before any serious planning began the Classification and Multiple-Use Act of 1964 was passed by Congress.

Impact on Present Programs. Adjudication which created ill-feeling among concerned parties began in earnest during this era. Range surveys of questionable value in 1939-40 and 1965-66 in conjunction with negotiated agreements between BLM and range user, created an atmosphere of unrealistic

expectations between BLM and range users. On-going range data and validity problems are affecting today's program of intensive management. Also the failure of community watershed planning on a Bureau-wide scale has had its effect on the District in that there is only one soil survey study (Tuscarora Mountain Pilot Study, 1964) involving 524,000 acres, that meets minimum requirements for environmental statement development.

The 1964-1970 Period--Classification and Multiple-Use Act to National Environmental Policy Act

Historical. The Classification and Multiple-Use Act (C&MU Act) mandated that BLM classify lands for the purpose of multiple-use planning. To accomplish this, the Elko District was restructured into 22 specific planning units in 1967 in which four categories or types of land-use classification were to be delineated:

(1) Best blocked areas

(2) Fragmented areas

(3) Specialized coop areas

(4) Transfer areas.

Concurrently with classification, the old Midas planning unit was selected as the lead planning unit in Nevada to test Bureau sponsored planning procedures on a "team" basis. In support of Elko county-wide classification, the Elko District in 1969 proposed to classify 6.2 million acres for multiple-use management under C&MU procedures. During this period the 22 planning units proved too unwieldy and the number was reduced to 11 planning units in 1970.

In 1969-70 the National Park Service (NPS) initiated a proposal to acquire private lands for the Point Reyes National Seashore on the coast of northern California. In order to accomplish this proposal NPS and BLM agreed a land exchange would be proper. Private land in the area of Point Reyes would be exchanged for public land acreages in Elko District sometimes at exaggerated ratios, e.g., one acre private land for 6,000 acres of public land. For ranchers in the District the exchange proposal was a boon in that large tracts of public land could be converted to private. Before this large-scale exchange proposal could be carried out an outcry from nonlocal, non-rancher groups killed the project. This outcry is significant in that it was the first instance of multiple-use awareness on the part of the general public as to an action on public lands managed by BLM. Over 10,000 letters and petitions were filed in support of public lands for multiple-use purposes.

In a subsequent action with the expiration of the C&MU Act on December 23, 1970, Elko District's classification proposal for Elko County died due to "lack of significant local support." A point of fact is that Elko's classification proposal was killed by the Elko County Commissioners whose objections were based on the permanency of the action proposed and on the desire that a Public Land Law Review Commission's report be reviewed before classification.

Principal opponents to multiple-use classification in Elko County were five ranchers; two U. S. Senators (Bible, Cannon); County Commissioners; woolgrowers; and the Nevada Department of Conservation and Natural Resources.

Proponents were the Nevada Department of Fish and Game; the Wildlife Federation; State and District advisory boards; Elko County Game Management Board; California Federation of Mineralogical Society; Elko County Sportsmen; Nevada Outdoor Recreation Association; and the National Wildlife Federation. Aside from the fact that Elko District remained the only District in Nevada that was not classified for mutiple-use management, the denial provided a clear-cut indicator of the polarization of attitudes towards "multiple-use" as yet to surface within the District.

Impact on Present Programs. The Classification and Multiple-Use Act and the denial of Elko District's classification proposal when linked to the Point Reyes experience, gives mute testimony to the polarization of attitudes toward multiple-use values. Today's intensive management program with mandated emphasis on multiple-use considerations in the allocation of resources via the Bureau's planning system, may be hampered by these basic attitude differences by user and nonuser groups within the Elko District.

The 1970-76 Period--National Environmental Policy Act to the Federal Land Policy and Management Act of 1976

Historical. With the passage of the National Environmental Policy Act (NEPA), extensive changes began to occur within the Bureau and the Elko District in that every action proposed on public lands required an environmental analysis to ensure resource protection. Although NEPA was enacted in 1969 it was not until 1972 that Elko District began producing environmental analysis records (EARs) of proposed projects. It was also at this time that the District's 11 existing planning units proved too unwieldy, and were reduced to the current five. This reduction better facilitates District planning efforts which had become an ongoing program Bureau-wide and within the Elko District.

In October 1973, the Natural Resources Defense Council (NRDC) filed suit under NEPA charging BLM with mismanagement of public lands. By 1974 a Bureau initiated draft programmatic range environmental statement and a team "draft" Nevada report depicting range conditions within the State became public. As a result of these two reports, considerable power emphasis was given to the NRDC suit which eventually led to an agreement between NRDC and the BLM. The court mandated a schedule of Allotment Management Plan/Environmental Statement development. According to current sequence, Elko District will be number five in priority in Nevada's Environmental Statement efforts with FY 1981 as the completion date.

Concurrently with the added emphasis on range management programs, involvement in Non-Bureau Energy Initiatives (NBEI) and implementation of the Wild Horse and Burro Act of 1971 began placing increasing pressure on District activities by 1974. The Elko District was affected in the form of writing a District-wide oil, gas, and geothermal EAR; in inventorying, claiming, and gathering horses; in involvement in an interstate powerline environmental

statement; and involvement in a coal-fired electrical generation statement. In addition to these statements, Elko District personnel have had "ad hoc" assignments to other environmental statements around the State concerning grazing, e.g., Tonopah and Caliente.

National Environmental Policy Act, Non-Bureau Energy Initiatives, Natural Resources Defense Council, and the Wild Free-Roaming Horses and Burros Act have brought considerable program and personnel change to the Elko District both in quantity and in diversification of skill mixes. (See organizational charts for the Elko District 1973-76 showing this change.)

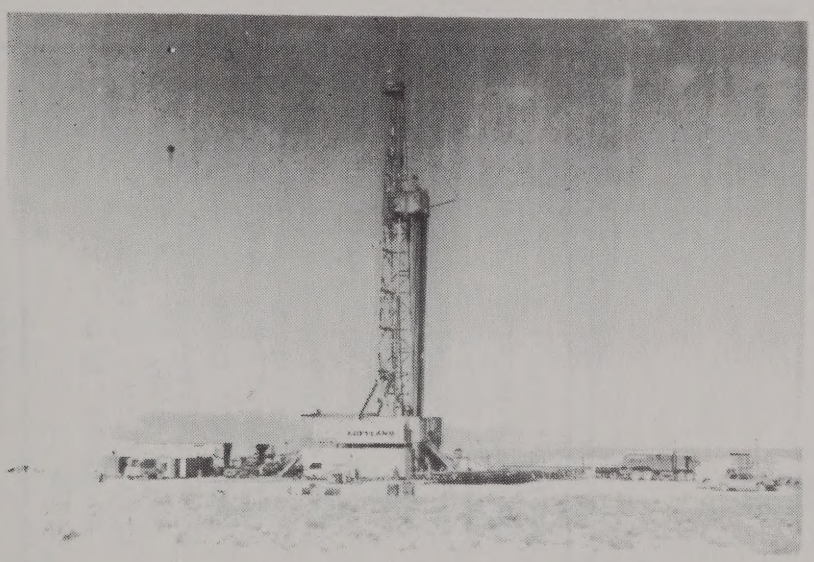


Photo 11. *Test well, oil and gas exploration in Goshute Valley, Currie planning unit, Elko BLM District.*

Impact on Present Programs. The National Environmental Policy Act of 1969 has had the strongest impact upon the BLM and District organization since its inception in 1946. Nearly every Bureau program, be it a traditional grazing program or a geothermal leasing and prospecting program, has come under close scrutiny internally and externally. This review process has the potential of bringing multi-varied and continual change to every aspect of Bureau and District organization.

Table 34

ELKO DISTRICT ORGANIZATION CHART
1972

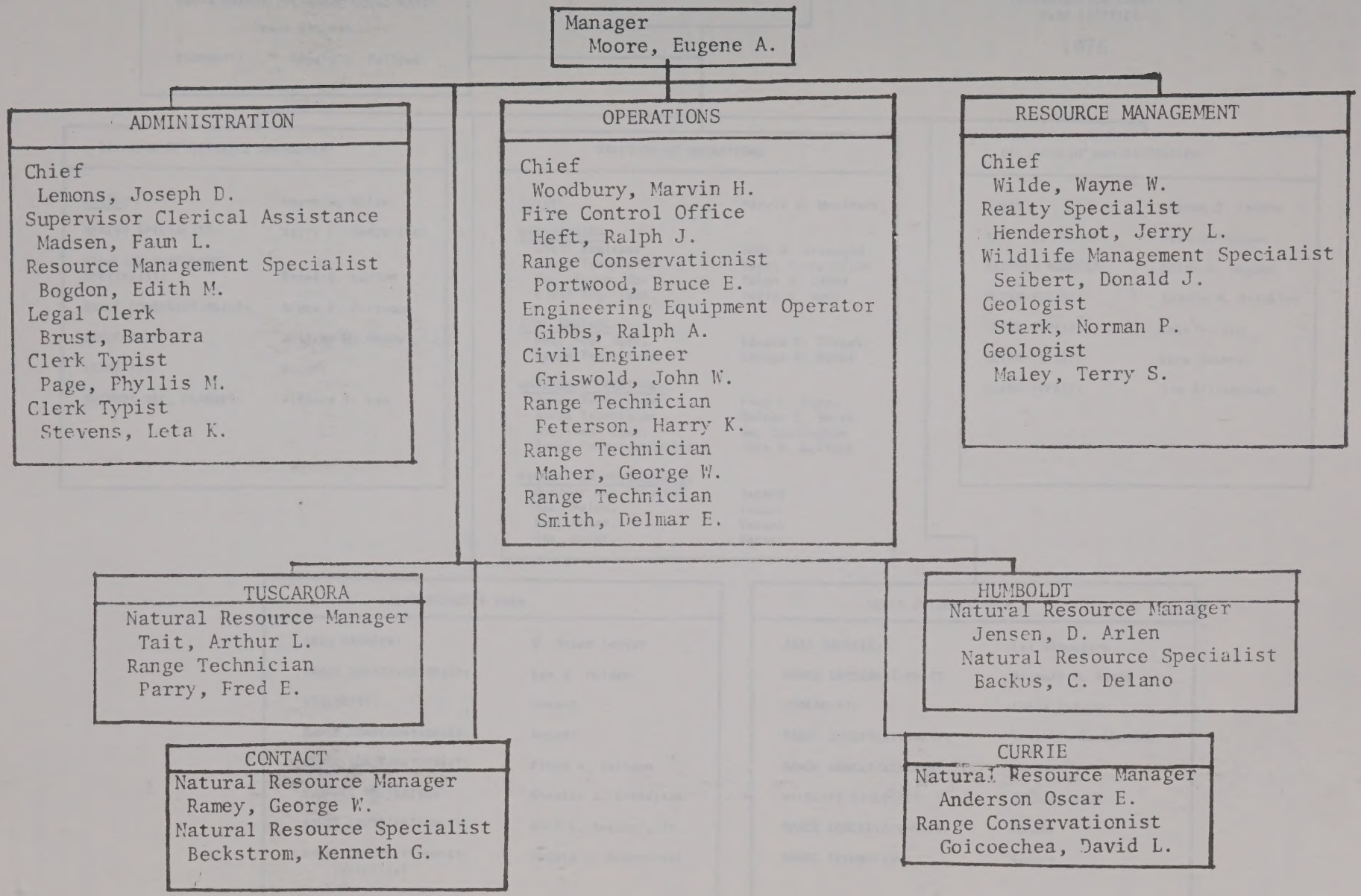
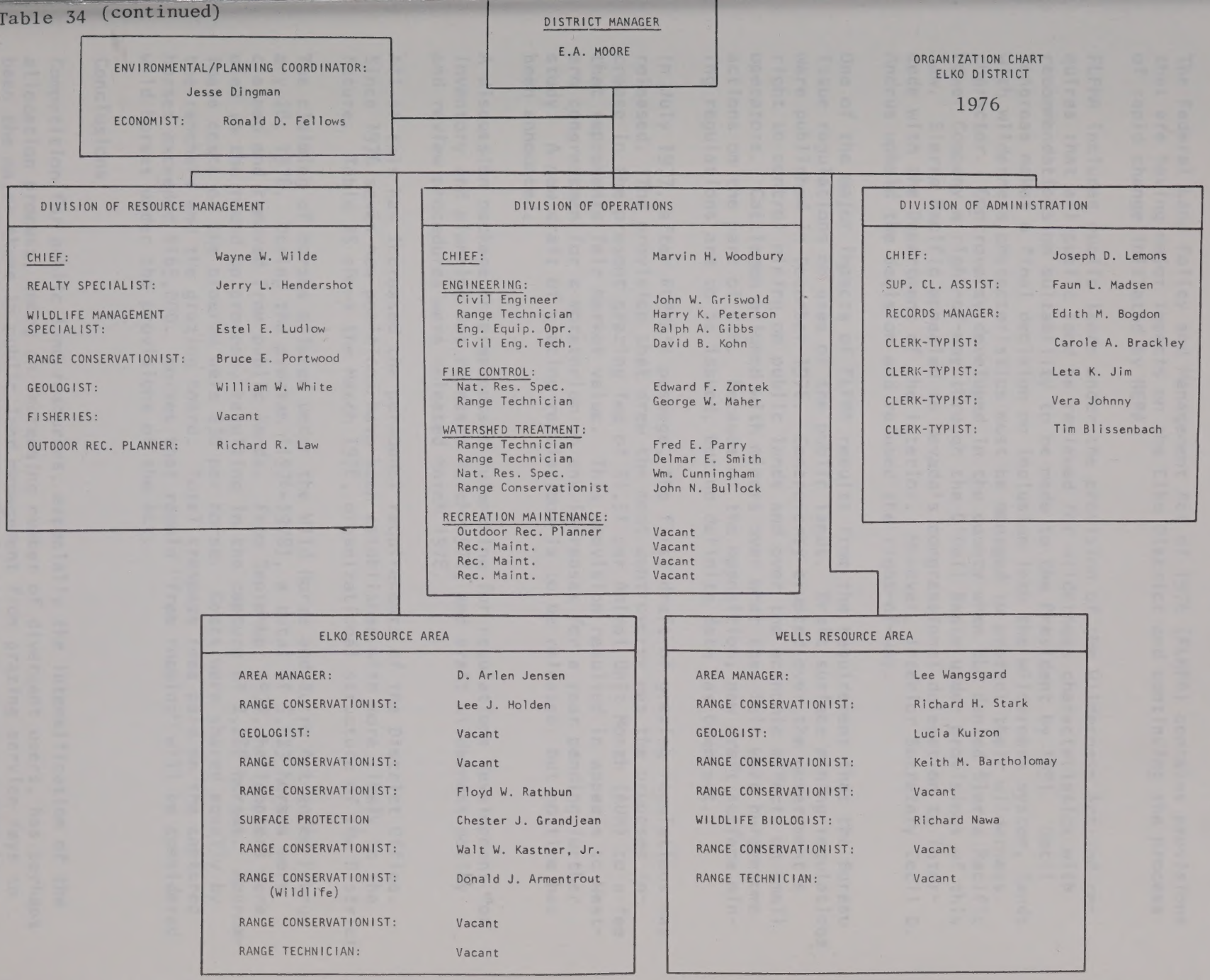
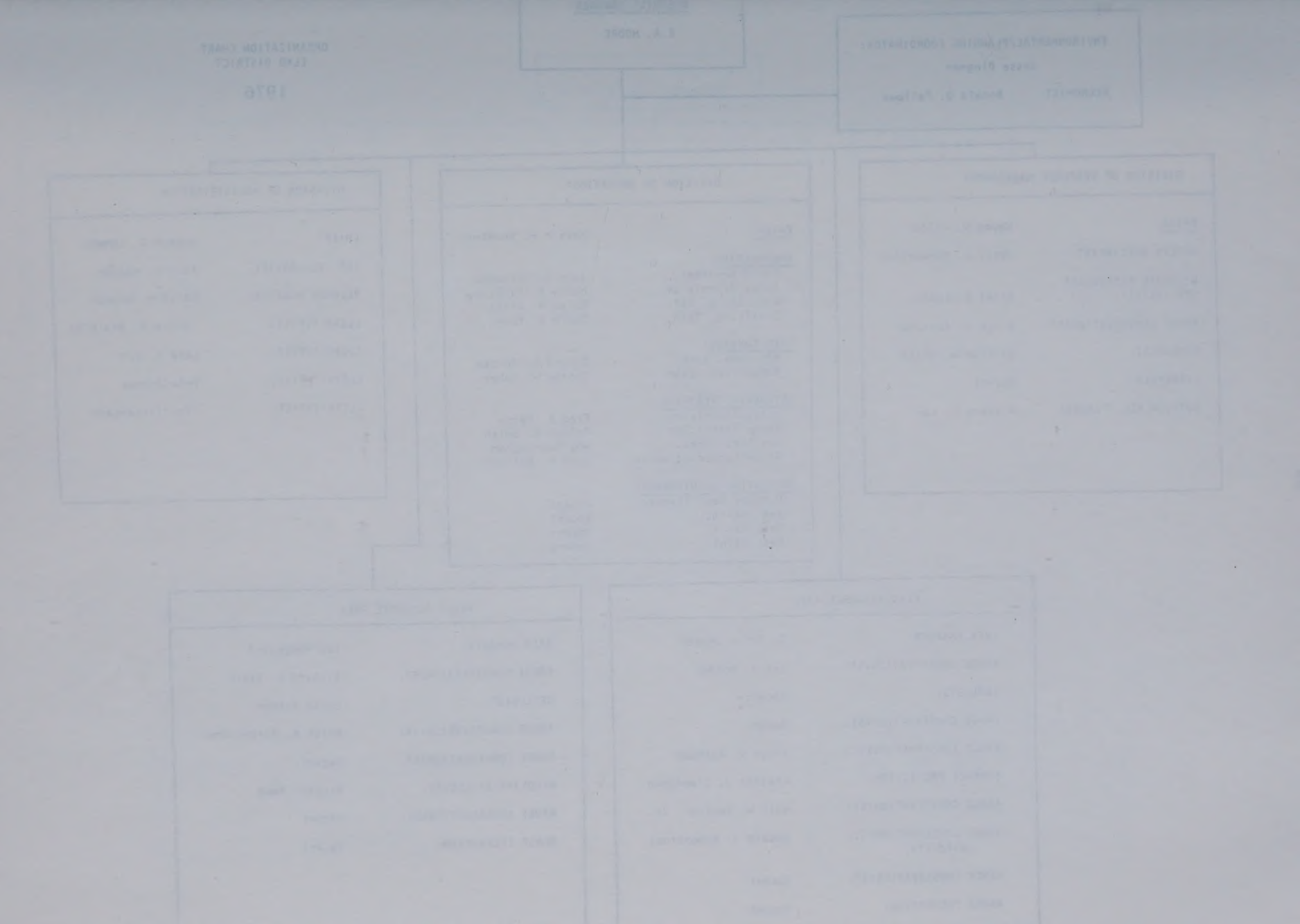


Table 34 (continued)





Federal Land Policy and Management Act to Present, 1976-1978

The Federal Land Policy and Management Act of 1976 (FLMPA) contains provisions that are having major impacts on the Elko District and continuing the process of rapid change initiated by NEPA.

FLPMA includes public lands under the provision of the Wilderness Act and requires that all public land be reviewed for wilderness characteristics with recommendations on suitability to be made to the President by 1991. Until Congress makes a final decision on inclusion into the wilderness system, lands with wilderness characteristics must be managed to protect their wilderness character. Controversy developed in the county when BLM denied Sierra Pacific Power Company a right-of-way through the O'Neil Basin under provisions of this law. Sierra Pacific appealed to Nevada's congressional delegation to intercede with the Department of the Interior. However, Interior Secretary Cecil D. Andrus upheld the decision and refused the right-of-way.

One of the major impacts of FLPMA results from the requirement that the Bureau issue regulations on uses of the public lands. Draft surface mining regulations were published in December 1976. Controversy erupted over the government's right to control mining on public lands and over the economic effects on small operators. Cattlemen aligned with miners over what they felt were burdensome actions on the part of BLM. Because of the opposition, new draft surface mining regulations are to be issued, but no definite date has been set.

In July 1977, after FLPMA's passage, the first draft of grazing regulations was released. The provision that drew the most controversy was the proposed increase in the present grazing fee of $1.51 per Animal Unit Month (AUM) to a fee that represents fair market value. This provision resulted in appeals to Western congressmen for a moratorium on any increases for a year pending further study. A new draft of grazing regulations is to be released, but no time has been announced.

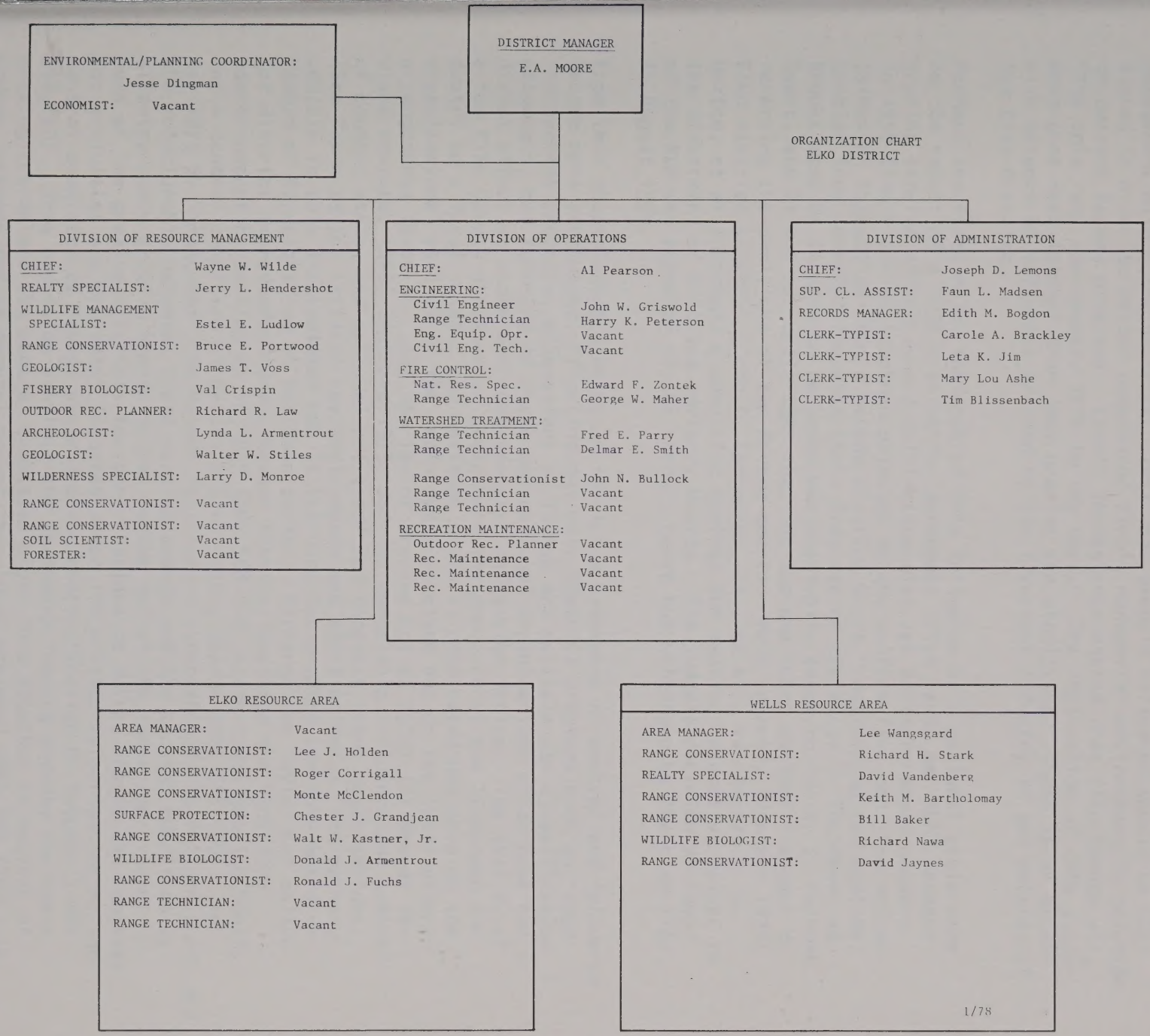
A discussion package on preproposed rulemaking for regulations development for inventory and planning was released March 1978, and draft wilderness policy and review procedures were released March 1978.

All of this has increased the personnel requirements of the District Office. Since 1976 seven new positions have been established with more likely in the future. Table 35 shows the March 1978, organizational structure of the District.

The claiming of horses allowed under the Wild Horse and Burro Act ended February 28, 1978. During the program (1974-1978), a total of 5,023 horses were claimed and removed from public lands. From September 1977, helicopters were used in the round up process, resulting in the capture of 2,288 horses. Approximate costs of the program were $30 per horse. Costs were shared equally by the ranchers and the grazing board. Total trespass fees paid on the captured horses exceeded $165,000. Horses that remain "free roaming" will be considered wild horses under the provisions of the Act.

Conclusions

Competition for public land resources, especially the intensification of the allocation process, among an increasing number of divergent users, has perhaps been the major theme in public land management from grazing service days to the present. In this regard, Elko District's past management programs have


ENVIRONMENTAL/PLANNING COORDINATOR:
Jesse Dingman
ECONOMIST: Vacant
DISTRICT MANAGER
E.A. MOORE
ORGANIZATION CHART
ELKO DISTRICT
DIVISION OF RESOURCE MANAGEMENT
CHIEF: Wayne W. Wilde
REALTY SPECIALIST: Jerry L. Hendershot
WILDLIFE MANAGEMENT SPECIALIST: Estel E. Ludlow
RANGE CONSERVATIONIST: Bruce E. Portwood
GEOLOGIST: James T. Voss
FISHERY BIOLOGIST: Val Crispin
OUTDOOR REC. PLANNER: Richard R. Law
ARCHEOLOGIST: Lynda L. Armentrout
GEOLOGIST: Walter W. Stiles
WILDERNESS SPECIALIST: Larry D. Monroe
RANGE CONSERVATIONIST: Vacant
RANGE CONSERVATIONIST: Vacant
SOIL SCIENTIST: Vacant
FORESTER: Vacant
DIVISION OF OPERATIONS
CHIEF: Al Pearson
ENGINEERING:
Civil Engineer John W. Griswold
Range Technician Harry K. Peterson
Eng. Equip. Opr. Vacant
Civil Eng. Tech. Vacant
FIRE CONTROL:
Nat. Res. Spec. Edward F. Zontek
Range Technician George W. Maher
WATERSHED TREATMENT:
Range Technician Fred E. Parry
Range Technician Delmar E. Smith
Range Conservationist John N. Bullock
Range Technician Vacant
Range Technician Vacant
RECREATION MAINTENANCE:
Outdoor Rec. Planner Vacant
Rec. Maintenance Vacant
Rec. Maintenance Vacant
Rec. Maintenance Vacant
DIVISION OF ADMINISTRATION
CHIEF: Joseph D. Lemons
SUP. CL. ASSIST: Faun L. Madsen
RECORDS MANAGER: Edith M. Bogdon
CLERK-TYPIST: Carole A. Brackley
CLERK-TYPIST: Leta K. Jim
CLERK-TYPIST: Mary Lou Ashe
CLERK-TYPIST: Tim Blissenbach
ELKO RESOURCE AREA
AREA MANAGER: Vacant
RANGE CONSERVATIONIST: Lee J. Holden
RANGE CONSERVATIONIST: Roger Corrigall
RANGE CONSERVATIONIST: Monte McClendon
SURFACE PROTECTION: Chester J. Grandjean
RANGE CONSERVATIONIST: Walt W. Kastner, Jr.
WILDLIFE BIOLOGIST: Donald J. Armentrout
RANGE CONSERVATIONIST: Ronald J. Fuchs
RANGE TECHNICIAN: Vacant
RANGE TECHNICIAN: Vacant
WELLS RESOURCE AREA
AREA MANAGER: Lee Wangsgard
RANGE CONSERVATIONIST: Richard H. Stark
REALTY SPECIALIST: David Vandenberg
RANGE CONSERVATIONIST: Keith M. Bartholomay
RANGE CONSERVATIONIST: Bill Baker
WILDLIFE BIOLOGIST: Richard Nawa
RANGE CONSERVATIONIST: David Jaynes
1/78

been reflective of Bureau wide program evolutions. However, there are significant local characteristics arising from one user group affecting land-use management within the District. This user group's influence should be mentioned in order to better understand Elko's managerial environment in relation to current Bureau programs. Lowell Thomas once stated that Elko County was, "The only real cow country left in the West." The implication of this statement goes much further than just grazing use statistics. There is an extensive network of influence wielded by the livestock industry in and outside of the Elko District.

Perhaps the first major instance of this influence on a national scale came as the result of a 1936 grazing fee agreement (five cents per AUM) between grazing service officials and multi-state district advisory board members. In 1939 Elko District stockmen objected to the uniform five cent fee and obtained an injunction from a Nevada District Court "restraining the Regional Grazier from interferring with their free use of the range." The Dewar vs. Brooks case as it came to be known was eventually taken to the U. S. Supreme Court, and it was not until 1941 that the Supreme Court decided the case by reversing the decisions of two Nevada courts. More recently (January 1975) Elko District stockmen (John C. Carpenter, Jr., et al., vs. Rogers C. B. Morton, et al.) brought a complaint against BLM seeking injunctive relief in the disbarment of district advisory boards. The judge's decision in favor of the BLM was appealed to the circuit court but withdrawn by the plantiffs in August 1976.

From this auspicious beginning an intricate framework of control and influence became more pronounced, affecting not only District programs such as range improvement projects, allocations of forage and multiple-use classification proposals, but lobbying of state and national organizations which have had a direct effect on state and congressional delegation voting. The ability of a few Elko County stockmen to articulate the concerns of the livestock industry on a local, state, and national scale is predicated not only on the organizational ability of the individuals involved but on the institutional arrangements found in: (1) the Taylor Grazing Act of 1934; (2) Nevada revised statutes (NRS) 1939 and 1975; and (3) membership influence and control of county, state, and national political and interest group organizations. (See Table 29 for critical key individuals and affiliations.) The primary vehicle in this interrelated web is the District grazing advisory board or "Board of Directors" as it has been called. Although the Taylor Act called for district improvement funds, Nevada institutionalized the "advisory" board concept by setting up in 1939 (NRS 568.040) state-level grazing boards and a central committee of Nevada State grazing boards (NRS 568.170). In May 1975 by "amendment" the Nevada legislature strengthened the influence of, and the relationship between, state grazing boards and the central committee by allowing state grazing boards to pay monies out of the range improvement fund of its grazing districts for contributions to defray "costs and expenses for activities and projects" incurred under its written authorization by the central committee of Nevada state grazing boards (Section 6, Subpart 3-NRS 568.120). This provision provided the necessary funding whereby the state grazing boards and the central committee might "Act together in matters of common interest and of general rather than local concern" (NRS 568.170). In both the 1939 and 1975 Nevada Grazing and Ranging Statutes (NRS 568) there

is no mention as to: (1) a minimum or maximum amount of monies contributed to the central committee from state board funds and (2) accountability of these expenditures for review purposes.

With the expected reconstitution of District advisory (grazing) boards pursuant to the Federal Land Policy and Management Act and in light of present organizational apparatus, mentioned previously, a concerted effort on the part of the livestock industry to influence a broad range of District program activities can be anticipated.

Resource Areas

The viability of resource area delineations over time within the District vis-a-vis the ever changing grouping of planning units reflects the basic difference between the two, e.g., the evolution of planning units relative to the growing intensification of planning efforts within the District while resource areas were basically set up to balance the District for "precinct" representation between cattlemen and sheepmen.

Resource area boundaries were originally established to provide the greatest possible uniformity of conditions within each area of responsibility and approximately equal workload for four area managers. Consideration was given to access, public service, and geographic homogeneity. Major consideration was given to old livestock grazing administrative unit boundaries because: (1) of dominant use, (2) to retain in one resource area the entire land use area of an operator as much as possible, thus contributing to ease of use of already compiled grazing statistics by allotments which add up to old grazing administrative units, and (3) to avoid major revisions. Until the early 1970s Elko District had four resource areas:

Tuscarora Resource Area

This area lies in the northwest and western part of the District. Its west boundary and part of the north boundary are the District boundary. It is bounded on the north and east by the Owyhee Indian Reservation and the Humboldt National Forest. The east boundary is along the livestock allotment lines primarily coinciding with old grazing administrative lines. Its south boundary is the Humboldt River. Livestock user groups are primarily confined to the resource area.

Humboldt Resource Area

This area lies in the central part of the District split in half by the Humboldt River. Its southern portion is bounded on the south and west by the District boundary, the Humboldt National Forest (Ruby Mountains) on the east, and the Humboldt River on the north.

The northern portion has the Humboldt River on its south side, the Humboldt National Forest on the north side, and the North Fork of the Humboldt River on the east. The west boundary is on livestock allotment lines joining the Tuscarora resource area.

Transportation patterns in the whole resource area are north and south with Elko, the trading center, in the geographic center.

Livestock user groups are confined to the north portion with a different user group in the southern portion. An exception is livestock trailing in the southern portion by northern operators.

Contact Resource Area

This area's western boundary joining the Humboldt Resource area is principally the North Fork of the Humboldt River and the Humboldt National Forest, with the District boundary being the north and east boundary. The southern boundary is principally the south boundary of the drainage to the Great Salt Lake and then west to Wells, Nevada, and the junction of the North Fork of the Humboldt River with the Humboldt River. These boundaries encompass practically all the livestock operator's grazing use.

The principal access to the resource area is from U. S. Highway 93 running north from the trade center of Wells, Nevada, through the center.

Currie Resource Area

This area is bounded on the north by the Contact resource area, the Humboldt National Forest on the west, and the District boundary on the south and east. Access to the resource area is primarily from U. S. 40 (I-80), U. S. 93, and U. S. 50 alternate, with access to the western portion of the resource area over the Ruby Mountains from Elko. Livestock grazing use of operations within the resource area is primarily confined to the area and contains nearly all the out-of-state sheep use. Principal users are from Utah and run in the following allotments: (1) Nine Mile, (2) Kippen North, (3) Lead Hills, (4) White Horse, (5) Sugar Loaf, (6) Fiber Flat, and (7) Kippen South.

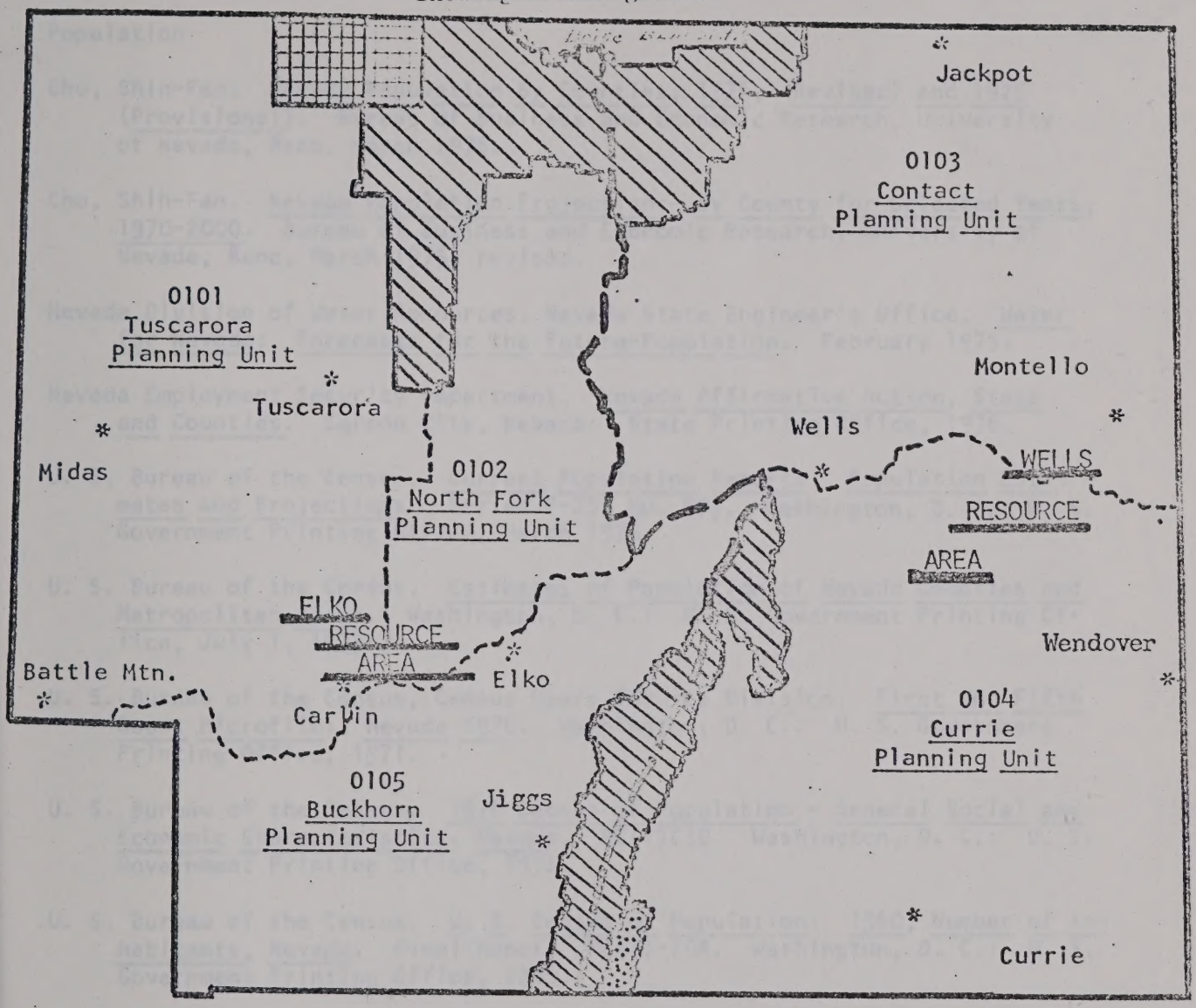
Photo 12. *Old railtown of Currie, Nevada, located approximately in geographic center of Currie planning unit, Elko District.*

Conclusion

By 1973 recognition of manpower shortages and program diversification prompted management personnel in the Elko BLM District to restructure into two resource areas. This change was basically an administrative reordering of existing planning units into combined resource areas, e.g., Contact and Currie resource areas became planning units in the Wells resource area. Tuscarora resource area became a planning unit along with the Buckhorn and North Fork units which was formerly the Humboldt resource area. These three planning units are now the Elko resource area. (See attached map illustrating planning unit and resource areas.)

Illustration 8

Map of Elko District
Showing Planning Areas



* Townsites

Indian Reservation

National Forest

Ruby Marsh Wildlife Refuge

Resource Area Boundary

Planning Unit Boundary

8/27/74

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